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REAUTHORIZATION OF THE HIGHER EDUCATION ACT

Nontraditional Students

Volume 3

mf 154 213

HEARINGS

BEFORE THE

SUBCOMMITTEE ON POSTSECONDARY EDUCATION

OF THE

COMMITTEE ON
EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-NINTH CONGRESS

FIRST SESSION

HEARINGS HELD IN WASHINGTON, DC, JULY 9 AND 10, 1985

Serial No. 99-45

Printed for the use of the Committee on Education and Labor

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REAUTHORIZATION OF THE HIGHER EDUCATION ACT

Nontraditional Students

Volume 3

TUESDAY, JULY 9, 1985

House of Representatives,
Subcommittee on Postsecondary Education,
Committee on Education and Labor,
Washington, DC.

The subcommittee met, pursuant to call, at 9:35 a.m., in room 2261, Rayburn House Office Building, Hon. William D. Ford (chairman of the subcommittee) presiding.

Members present: Representatives Ford, Williams, Hayes, Perkins, Bruce, Dymally, Penny, Gunderson, McKernan, Henry, and Goodling.

Staff present: Thomas R. Wolanin, staff director; Kristin Gilbert, clerk; and Rich DiEugenio, Republican senior legislative associate.

Mr. Ford. I am pleased to call to order this hearing of the Subcommittee on Postsecondary Education. We are continuing our hearings on the reauthorization of the programs contained in the Higher Education Act.

Today's hearing is the first of two hearings on nontraditional students. This committee has long been concerned with the effectiveness of the programs contained in the Higher Education Act, particularly the student aid programs, in serving the needs of nontraditional students. A report from this committee during a previous reauthorization said the following:

> There has begun to emerge a constantly clearer recognition that when the law and the policies it undergirds talk about "the student" there is an inarticulated major premise that the student is a young person, between the ages of 18 and 22, just out of secondary school, not yet having made a choice of a career, or at least, having just begun to prepare for that career, and that he is prepared to spend four (or even more) years in the full-time pursuit of skills and knowledge and an educational credential which will enable him to make a good living, and to know a good life.
>
> None of the above * * * are as true as they once were.
>
> The "typical student" is no longer young, no longer full time, no longer just out of high school, no longer a stranger to the world of work, no longer necessarily seeking either a set of skills or an eduational credential. And, to be certain, he is no longer overwhelmingly "he."

That quote was from the report written nearly 10 years ago to accompany the Education Amendments of 1976. The trends which the committee noted then have continued, and the nontraditional student is already the new majority in higher education at many institutions and is rapidly growing in numbers at all institutions. I look forward to our two hearings this week exploring recommendations to make the student aid programs work better for these students.

Before yielding to the other members of the subcommittee for any observations they wish to make, I want to point out, as I have in each of these hearings, that we scheduled 33 hearings by subject matter for reauthorization and have been working our way through them. In many areas we have more people who would like to appear on the panels than we have time to accommodate on the program. That does not mean that we don't want to hear from them; and I solicit from everyone who is here, whether you are on a panel or not, your suggestions with respect to the present provisions of the law or any of the suggestions you hear from the panels. If they are submitted to us, they will be included contemporaneously in the record with the testimony of the panels appearing before us.

Our colleague, Sala Burton, wanted to be here to introduce the first panel, and we had looked forward to that. But Sala has been called, as a member of the Rules Committee, to an emergency meeting of the Rules Committee this morning and can't be here. So she has submitted a statement that she would like inserted at this point in the record; and, if there is no objection, it will be so ordered.

[The prepared statement of Hon. Sala Burton follows:]

PREPARED STATEMENT OF HON. SALA BURTON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Good Morning. Mr. Chairman, members of the Subcommittee, I would like to thank you for convening this important hearing which will highlight the needs of the non-traditional student in higher education.

Mr. Chairman, no one realizes more fully than yourself how vital the link is between higher education, access to it, and self-sufficiency. I appreciate having the opportunity to testify in favor of legislation I have introduced, H.R. 2111, which will amend the Higher Education Act to increase accessibility for lower-income, non-traditional students.

Let me begin by emphatically stating that the quality and level of child care resources available to children and their families in this nation is deplorable and is deteriorating. Our government's "pro-family" posture is completely at odds with the reality of poor and declining quality of child care alternatives. Decent and affordable child care is increasingly becoming a preserve of the wealthy.

The best example of this is the Title XX funding cutbacks. Between 1981 and 1983, as a result of the program cuts in the Title XX Social Services Block Grant, 32 States reduced the availability of child care services to women participating in educational and training programs. Without better child care assistance, either from the Federal or State government, we are faced with an inevitable increase in dependency among low-income women.

Child care has become an even more pressing issue for mothers enrolled in college. Over the past decade, demographic and economic changes have raised the average age of college students. According to a survey recently conducted by the American Association of University Women (AAUW), over half of the 12.4 million post-secondary students in the United States are women. Of these women, over half are older than the "traditional" 18 to 22 year-old students. By some estimates two-thirds of these women have children at home. For the women in this age group, child care is essential to the completion of their education and their subsequent employment.

For lower-income women, the problems associated with finding adequate child care can pose an almost insurmountable obstacle in their pursuit of post-secondary education. In 1982, the average single mother with children earned only about $9,000. To obtain child care in her community she would have to pay nearly $3,000 or one-third of her income.

H.R. 2111 would expand the amount of affordable child care which is available to college students by amending the Higher Education Act to authorize $15 million for support grants to institutions of higher education to provide direct child care support for low income students through vouchers, contracting with community child care programs, or providing services at campus-based child care programs.

In addition, the bill authorizes $10 million to provide support, in the form of a stipend, to students studying child care by arranging part-time employment in child care programs. Our intention is to provide practical work-experience for an improved pool of child care personnel. The benefits of this legislation would be wholly targeted to low-income, first generation college students.

Mr. Chairman, as you may know, California is one of only two states which authorizes funding for mothers enrolled in colleges. California's program, which provides approximately $9.5 million, supports campus-based child care programs at 19 state colleges, at 78% of the state's 106 community colleges, and on 20 University of California campuses.

Despite this rather remarkable attempt to enhance the education opportunities available to student parents, there remains substantial unmet need. A recent study of programs conducted in the California Community College system reveals the following statistics and trends:

Seventy percent of the colleges have as their primary focus the provision of child care services, either through centers primarily intended to enable student parents to attend college (i.e. child care centers), or through centers established for the dual purpose of providing instruction to students of child development and services to children of student parents (i.e. combination centers).

Eight percent of the colleges provide only incidental child care through the operation of laboratory centers. Because the primary focus is professional instruction and training, these centers typically offer limited hours of operation and program eligibility is not dependent upon student income. As such, these programs are not regarded by the states as a viable child care alternative for student parents, and are not eligible for state funds.

The remaining 22 percent of the colleges have no campus centers, nor any related services, available.

The vast majority of the existing centers are frequently filled to capacity: 80 percent of the centers report they are never able to accommodate all parents requesting services, regardless of the duration of the waiting period; only 11% are able to accommodate all applicants after waiting up to one year. Thus the number of openings available for children within a reasonable period of time falls far short of that required by parents, particularly if they are students pursuing a two-year educational program. (The average waiting period is one semester, with a range up to 2½ years).

It is estimated that 6,500 children, most of whom are between the ages of three and five years old, are currently being served by campus centers. A large proportion of these children are from low-income, single-parent families headed by minority women. A critical gap exists between need and availability of services for certain groups of children including infants, toddlers, and children in need of extended day and evening care.

Mr. Chairman, I believe that H.R. 2111 will promote in a very practical way, a number of child care goals. It will provide for direct child care support, which is crucial for low-income students and will eventually increase the pool of well-trained child care personnel. It will enrich the quality of life for student parents and their children and make possible the rewards of post-secondary education.

This legislation is included in the Women's Economic Equity Act of 1985 and is contained in the Child Care Opportunities for Families Act, which is the legislative package being sponsored by the Select Committee on Children, Youth and Families.

Once again, I would like to thank the Subcommittee for considering the needs of the non-traditional student in the reauthorization process. I look forward to the testimony of the excellent witnesses who will testify today.

[The bill H.R. 2111 follows:]

99TH CONGRESS
1ST SESSION

H. R. 2111

To amend the Higher Education Act of 1965 to improve the access to higher education of low-income parents in need of child care services and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

APRIL 18, 1985

Mrs. BURTON of California introduced the following bill; which was referred to the Committee on Education and Labor

---

A BILL

To amend the Higher Education Act of 1965 to improve the access to higher education of low-income parents in need of child care services and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That title IV of the Higher Education Act of 1965 is amended by inserting after part C the following new part:

"PART D—SCHOOL-BASED CHILD CARE PROGRAMS

"GENERAL PURPOSES

"SEC. 451. It is the purpose of this part to expand the availability of child care services for college students, particularly low-income college students, to expand their access to institutions of higher education.

"AUTHORIZATION OF APPROPRIATIONS

"SEC. 452. (a) There are authorized to be appropriated to carry out the purposes of section 453, $10,000,000 for fiscal year 1986 and such sums as may be necessary for the fiscal years 1987, 1988, 1989, and 1990.

"(b) There are authorized to be appropriated to carry out the purposes of section 454, $15,000,000 for the fiscal year 1986 and such sums as may be necessary for the fiscal years 1987, 1988, 1989, and 1990.

"CHILD CARE PERSONNEL WORK-EXPERIENCE PROGRAM

"SEC. 453. (a) Funds appropriated pursuant to section 452(a) shall be used by the Secretary to make grants to institutions of higher education to operate programs which provide practical experience to students studying child care by arranging part-time employment in child care programs.

"(b) Any institution wishing to receive a grant under this section shall submit an application to the Secretary. Such application shall include—

"(1) information on the number of students attending the institution who receive student aid;

"(2) a description of the child care programs which have agreed to employ the students;

"(3) assurances by the applicant to the Secretary that—

“(A) the program will not result in the displacement of employed workers but will expand the child care services available;

“(B) the institution will not discriminate on the basis of race, religion, sex or national origin in the selection of students to participate in the program;

“(C) the institution will use the funds from the grant to provide a stipend to students participating in the program; and

“(D) the program will not pay a stipend that is less than the current Federal minimum wage as mandated by section 6(a) of the Fair Labor Standards Act of 1938; and

‘“(4) such information (and meet such conditions) as may be required by the Secretary.

“(c) In making the grants under this section, the Secretary shall give a preference to any applicant which—

‘“(1) serves large numbers of students receiving student assistance under this title; and

‘“(2) participates in the special child care services program pursuant to section 454.

“SPECIAL CHILD CARE SERVICES FOR DISADVANTAGED COLLEGE STUDENTS

“Sec. 454. (a) Funds appropriated pursuant to section 452(b) shall be used by the Secretary to make grants to institutions of higher education to provide special child care services to disadvantaged students.

"(b) Any institution wishing to receive a grant under this section shall submit an application to the Secretary. Such application shall include—

"(1) a description of the program to be established;

"(2) assurances by the applicant to the Secretary that—

"(A) not less than two-thirds of the participants in the program are low-income individuals who are first generation college students;

"(B) the remaining participants in the program are either low-income individuals or first generation college students;

"(C) the participants require the services to pursue a successful program of education beyond high school;

"(D) the participants are enrolled at the institution which is the recipient of the grant;

"(E) all participants will receive sufficient financial assistance to meet that student's full financial need for child care services; and

"(F) the institution will meet such full financial need of participants by providing child care through vouchers, contracted services, or direct provision of services; and

"(3) such information (and meet such conditions) as may be required by the Secretary.

"DEFINITIONS

"SEC. 455. For the purposes of this part—

"(1) the term 'first generation college student' means a person neither of whose parents completed a baccalaureate degree; and

"(2) the term 'low-income individual' means an individual from a family whose taxable income for the preceding year did not exceed 150 percent of an amount equal to the poverty level determined by using criteria of poverty established by the Bureau of the Census.".

Mr. **Ford**. Mr. Goodling.

Mr. **Goodling**. I have no comments at this time, Mr. Chairman.

Mr. **Ford**. Mr. Williams.

Mr. **Williams**. Thank you, Mr. Chairman. I want to express my pleasure at your willingness to have these 2 days of hearings on the needs of the nontraditional student.

On this threshold of the 21st century our education system must continue to prepare to meet the coming challenges. Two important changes which we can identify now will be the increased demand for technological literacy and the continuation of certain demographic trends which have increased the pool of what we refer to as the nontraditional student. I am looking around for a better euphemism, but for now that will have to do.

The most important element to me, by the way, in that fairly large group of people called the nontraditional student is women. There is no reason in this country that women should continue to be considered as the nontraditional student; but, unfortunately, there are laws that created that intolerable situation.

We are already seeing dramatic shifts and dislocations in our economy. Estimates are that the average worker in this country will change careers four times during his or her lifetime. Thus, we are likely to see increasing numbers of these workers returning to school to pick up the training and education they will need for increasingly complex job tasks. These people will often have been laid off from their jobs, if the people who predict the coming demographic trends are correct. These laid off workers will therefore be returning to school with limited personal resources.

We will also see a continuation of the dramatic increase in the number of women working outside the home. Many of these displaced homemakers are single heads of households who will need to return to school to improve their family's economic situation.

The scant data that we have show that women more than men now quit school for financial reasons, and that female nontraditional students are particularly dependent on outside financial help to go to school. The adjustments that our higher education system is making to accommodate adult learners include curriculum changes, schedule modifications, information and counseling outreach, and modification in the kinds of financial aid available.

As we look at the needs of this new student body, we will be considering changes throughout the Higher Education Act. However, because of the importance of Federal financial aid policies in making higher education realistically accessible to all students, the testimony we hear today will address a very important issue.

First, the hearing today will help us get a grasp on the actual level of demand we can expect in the next few years. Many of these new students must attend part time. So a critical question with which we will be concerned is how to broaden the access of part-time students to financial aid while still protecting the neediest student. Nontraditional students often have different financial responsibilities than the traditional young, single students. We will want to consider what needs nontraditional students have, for example, for child care. Finally, we will want to consider how to reach nontraditional adult learners with information about the Federal assistance available to them.

Again, Mr. Chairman, I want to encourage you to continue to consider reasonable changes to benefit the nontraditional students that will be a greater and greater part of America's student body for the remainder of this century and on into the next.

Mr. **Ford**. Thank you.

Mr. Gunderson.

Mr. **Gunderson**. No specific comments, Mr. Chairman.

Mr. **Ford**. Mr. Hayes.

Mr. **Hayes**. In recognition of what you said, Mr. Chairman, in your opening remarks I want to thank you for it. I will forego any opening remarks in the interest of hearing the witnesses.

Mr. **Ford**. Mr. Dymally.

Mr. **Dymally**. Mr. Chairman, I simply want to bring to your attention the fact that in the file there is a piece of legislation authored by me, but that is not the one which I intend to address today. I intend to address H.R. 2557, which has to do with this subject matter. H.R. 2671, in the file, has to do with something else not related to today's testimony which I plan to give.

I have asked the staff to see if they can locate copies of H.R. 2557 for the members.

Mr. **Ford**. Thank you. The first panel will be Helen Blank, director of child care, the Children's Defense Fund; Linda Tarr-Whelan, director of governmental relations, National Education Association; Dr. Harriett Alger, dean of early childhood education, State University of New York at Cobleskill; and Kristin Stelck, public policy associate, American Association of University Women.

Without objection, the prepared testimony and exhibits presented to the committee by each of the witnesses on the panel will be inserted in full in the record immediately preceding the comments that they make this morning.

I would ask each of you to comment in order on your testimony and add to it, highlight it or edit it in any way you find most appropriate.

We will begin first with Helen Blank.

STATEMENT OF HELEN BLANK, DIRECTOR, CHILD CARE, CHILDREN'S DEFENSE FUND

Ms. **Blank**. Mr. Chairman, we appreciate the opportunity to testify before this subcommittee on the need for child care for mothers enrolled in institutions of higher learning. We have spoken to this committee many, many times about the importance of child care to low-income mothers and feel it is particularly critical to talk about the role child care can play in helping mothers attain the education necessary to become self-sufficient.

H.R. 2111 addresses two important child care issues: the lack of child care support for mothers enrolled in institutions of higher learning, and the increasing difficulty in retaining and finding staff in child care programs. Obviously child care has become a more salient issue for college students over the last decade. Between 1970 and 1982 there was an 83-percent increase in the number of women enrolled in college. We are seeing an increase, and my testimony speaks to the number of older women. We are seeing a large increase in the number of women and older students in community colleges, and many of these students are low-income minority women.

Child care is a vital topic for women enrolled in higher education institutions, as well as those who cannot enroll because there is not child care support. H.R. 2111 provides a supplement to the current system of recognizing child care costs when determining levels of financial assistance. It would allow for funds for direct child care support, and we believe this is a very important supplement.

When we look at child care, we usually look at only one issue. We have to recognize that child care is important for two reasons. Child care is absolutely critical to help mothers become self-sufficient. It is also critical to help children become more productive adults. We usually look at child care in a vacuum; we consider one goal or another. When policymakers talk about new child care options for mothers in school, they don't look at programs like Head Start and the principles that we have learned in child development from the Head Start program and use the Head Start program when designing programs for mothers seeking training or higher education. And what we end up with is custodial child care programs.

Why do we need child care? We know that women cannot participate in education programs without child care. Study after study, a recent Census Bureau survey found that 45 percent of single mothers and 36 percent of low-income women said they would work if child care were available. In 1979, the California Postsecondary Education Commission cited lack of adequate low cost child development programs as the primary factor in the underrepresentation of ethnic minority, low-income women students in higher education. A mother in Massachusetts talks eloquently about the importance of child care as a way of moving her off of welfare:

> Things are very difficult for me financially right now, but I am glad I have not lost my day care totally as though I might at one point last year. I need day care so I can work and attend school. The incentive is not there to work. I felt trapped in the welfare system. Day care has given me the freedom to get an education so that I can get employment and some day get totally out of the welfare system.

We know that we need child care to move mothers into school, but we also know that child care can make a brighter future for children if it is good child care. This committee, this Congress has supported Head Start for the last 20 years. Programs such as Head Start have demonstrated that a high quality preschool experience can make a difference in the futures of children. We have seen that an investment in Head Start programs can benefit society, and the costs can outweigh the benefits by 7 to 1—the benefits can outweight the costs by 7 to 1.

Seeing the difference Head Start has made in the lives of children and families, we should be looking at what kind of quality programs we can design for mothers in school. Often when these programs are designed they are shortsighted. Funds are not sufficient to enable the children of the same mothers, the same low-income mothers who are eligible for Head Start, to attend quality child care programs. It is ironic. Head Start eligibility levels are poverty level. The children we are talking about whose mothers we would like to see have the benefits of college are the same children. We should take these two goals and look at them simultaneously.

We believe at the Children's Defense Fund that mothers in order to afford these quality, or at least supportive, child care programs—it may not be Head Start, but at least a supportive child care program—must have direct assistance as opposed to simply allowing child care costs to be considered when determining financial assistance. Why? Freshman women are twice as likely as freshman men to be self-supporting. In 1979, in California nearly half of all families receiving subsidized child care services in campus programs were headed by single women. Many of these single parents are struggling to improve opportunities for themselves and their children. They are very likely to be poor.

First of all, by 1990, one in four children will live in a single-parent household. If these mothers are to consider attending institutions of higher education, they must have help in meeting their child care cost. Half of all black children now live with their mothers only. In 1983, 55 percent of the children in single-headed families were poor. The average single mother with children earned less than $9,000 in 1982. If she wants to put her child in a child care center with a developmental program, she would have to pay approximately $3,000 a year. That is about 30 percent of her income. Child care experts say that parents can afford at most 10 percent of their income for child care expenses.

The characteristics of the student body of City College of New York present a picture that may be representative of other urban institutions. Fifty-eight percent of the students are female. Thirty percent of black and 36 percent of Hispanic female students are single heads of household. Fifty percent of the student body have incomes under $12,000. The total enrollment in the university system is 184,000 students. How much child care support do they provide? They provide support to 1,000 students.

We are concerned about where children are, whether their mothers are working, whether their mothers are in school or in training, because we see a two-tier system of child care in this country. In 1982, 53 percent of 3- to 4-year-olds with mothers of higher incomes were in preschool programs, but only 29 percent of children of low-income families were in these programs. Federal budget cuts have fueled this two-tier system.

What about title XX? Will it help mothers in school? The title XX Social Services Block Grant was cut 21 percent—I feel like a broken record. We have said this to this committee for the last 3 or 4 years—in 1981. As a result, in 1983, 34 States were providing fewer children with child care services than in 1981. We back in 1984, because child care is such a vital topic now, to see if States had picked up. In 1984, half the States were still providing fewer children with child care services than in 1981.

Child care for mothers seeking an education and mothers in training program was particularly effective, and I think that is very important as we look at the amendments that Mrs. Burton has proposed to the Higher Education Act. Between 1981 and 1984, 21 States have made it more difficult for low-income mothers in school or training to be eligible for title XX funded child care. Only 19 States claim that make assistance available to mothers in school. In fact, I was just reading our 1985 studies, and Utah has cut that assistance off. But in many of these States counties still refuse to provide assistance for mothers in school. They are usually the last group on a priority list.

Colorado used to provide help to students enrolled in 4-year colleges. Their current policies are a mirror of States' attitudes toward helping mothers in school. They punish low-income women seeking education by allowing single, low-income parents enrolled in school or training programs up to 1 year of child care support. Parents in college can only receive help if the parent is in his or her last year or has a job awaiting them upon graduation. That is more generous than other States.

Nevada and Kansas no longer offer title XX funded child care even to parents in training programs. Washington State says you must be in high school to get help. Other States have similar policies.

We see, as the examples in my testimony show, mothers turning down slots in school because they simply cannot find child care. When available shortsighted policies, such as Missouri's, may only allow for child care support during classroom hours, failing to take into account time for studying and transportation. Only two States, California and New York, authorize specific State funds for mothers enrolled in college. Every group in the California system, whether it is State universities, community colleges, reports a severe gap between need and demand. Our testimony talks more specifically about that gap.

In 1979, despite the fact that California spends $9 million for mothers on campus-based child care facilities, the California Community and Junior College Association Commission on Women conducted hearings to determine the needs of present and potential women students. Child care was the most frequently mentioned, the most critical and the most unmet need during this testimony. Other schools with a campus-based child care program report long waiting lists.

Will the States fill the gap? New Mexico in its title XX program is serving 3,700 children. It estimates that more than 50,000 children need child care. Louisiana has a waiting list of 4,000 children for its title XX funded child care services. In Massachusetts, their resource and referral programs did a child care study and they found one-third of the parents were not satisfied with their child care arrangements. Parents in school must have additional help to meet their child care needs.

Another issue that we must look at if we are looking at our child care system—and this relates to the second piece of the Burton bill—is the lack of resources in the child care system as a whole. We are very concerned that we are sitting on a tinderbox in child care. Operating on a bare-bones budget where any issue—now it is the lack of insurance—could topple a very fragile system. Low-income women themselves are subsidizing the system. Two out of three center-based care givers earn poverty level wages, 87 percent of women in family day care homes earn below the minimum wage.

What do we see? We see a situation that is very bad for our children. There is a 41.7 percent turnover rate in child care. There was during 1981-82. What happens? Children cannot develop a stable relationship with their care givers. Child care directors can't even schedule training programs.

Quality is also affected by the standards in child care, and we keep trading off. Two key components are staff-child ratio and group size. We have States like North Carolina allowing care givers to care for eight or nine infants, but every time we raise standards, we deal with making child care less affordable or affecting care giver wages. It is a constant tradeoff. If we raise fees, we are talking about making it not affordable. The average fee parents pay now in child care centers for preschool children ranges between $40 and $60 a week. Most parents can't pay more than 10 percent of income, but the median family income was approximately $24,500 in 1983. There is not much elasticity.

We have to consider other approaches to encouraging young people to seek child care as a career as well as helping child care programs with staffing problems while simultaneously—and I don't think this bill can deal with everything—pursuing ways to increase wages.

H.R 2111, by providing funds to help support the placement of students in community child care programs, would allow more students an opportunity to learn about child development while providing additional help to child care centers. We urge you to seriously consider adding these amendments providing direct child care support for mothers in school on the Higher Education Act. As long as States and communities continue to have long waiting lists for child care, mothers' participation in education, especially low-income mothers, will be stymied. We know that that education can make a substantial in lifetime income for women. Women with a college degree earn an average of $350,000, over her lifetime, more than a woman with less than a high school education. Without adequate child care support, low-income women will continue to be denied the skills and credentials necessary to move themselves and their children up on the economic ladder toward self-sufficiency.

Thank you.

[The prepared statement of Helen Blank follows:]

PREPARED STATEMENT OF HELEN BLANK, DIRECTOR, CHILD CARE CHILDREN'S DEFENSE FUND

Mr. Chairman, members of the Committee, I am Helen Blank, Director of Child Care at the Children's Defense Fund. CDF is a national public charity created to provide a long-range and systematic voice on behalf of the nation's children. We are organized into four program areas: education, child health, child welfare, and child care and family support services. We address these issues through research, public education, monitoring of federal and state administrative and legislative policies and practices, network building, technical assistance to national, state, and local groups, litigation, community organizing, and formation of specific issue coalitions. We appreciate the opportunity to testify about the importance of providing direct child care support to students through the Higher Education Act. H.R. 2111 addresses two important child care issues:

The lack of child support for mothers enrolled in institutions of higher learning; and the increasing difficulty in attracting and retaining staff in child care programs.

Child care has become a more salient issue for college students over the last decade. Between 1970 and 1982, there was an 83 percent increase in the number of women enrolled in college. While the proportion of women in each age category has increased, the growth of enrollment in women aged 22 and older is striking. There has been a 249 percent increase for women aged 25 to 29 and a 314 percent increase for women aged 30 to 34 between 1970 and 1982. The rise in enrollment of women in community colleges is most dramatic. Between 1973 and 1983, the enrollments of two year schools rose from 22 to 27 percent of the total student population. Of the

1.1 million additional two year college students over 1973 levels, nearly 800,000 were women. Over 40,000 of the new students were 25 to 34 years old and about 600,000 attended school part time.

A snapshot of Ohio's college enrollment highlights the shifting enrollment patterns.

Since 1971, the percentage of students over age 25 attending Ohio universities has increased by 26 percent. Nearly 650,000 students over age 25 now attend state universities up from 46,000 in 1971.

Almost 16,000 married women attend Ohio's universities.

One in six students--over 26,000 persons--attending state technical and community colleges is a woman.

Child care is obviously a vital topic for the women enrolled in higher education institutions as well as those who cannot enroll due to lack of child care support. H.R. 2111 by providing for vouchers and contracts with or the purchase of slots in community child care programs for lower-income parents enrolled in postsecondary education, would supplement the current system which allows students to consider child care costs when determining levels of financial assistance. It would offer a very important addition to the child care picture for low-income women struggling to obtain an education. Increased funding for direct child care support would assist parents in school to afford supportive child care arrangements. It would help to accomplish two goals both of which expand the horizons of low-income families:

Child care assists mothers in reaching economic independence.

High quality child care helps children be more productive adults.

Too often policymakers discuss child care in a vacuum. They consider child care as a part of an initiative to help mothers work or attend school or they examine how child care can help further the optimum development of young children. This leads to contradictory as well as inadequate child care policies. For example, policymakers strongly support a quality preschool program such as Head Start. However, they often fail to apply any of the principles of child development which we have learned from the Head Start experience when designing child care policies addressed to low-income working mothers or mothers in school. As a result, the child care options for many mothers are custodial at best.

Child care helps mothers reach economic independence.

Child care is essential if women are to participate in training or education programs or in jobs that allow them to move their families toward self sufficiency. A recent Census Bureau survey asked women who were not in the labor force whether they would work if child care were available at a reasonable cost. Forty-five percent of single women replied yes as did 36 percent of low-income women with family incomes under $15,000. The U.S. Commission on Civil Rights notes that the inability to locate affordable child care restricts not only women's employment and training opportunities but also their ability to participate in federally supported education programs.

A task force appointed by the Governor surveyed Maine's child care needs. The survey reinforced the importance of child care as a service enabling families to move toward self-sufficiency. "Nearly 20 percent of working parents said they would work more if adequate affordable child care was available. More than 25 percent of the non-working parents said they would work if such care were available. Their survey also found that in nearly 25 percent of all households with young children, one or more of the adults was forced to quit work, was unable to take a job, or was unable to continue training or education because of lack of child care."

A mother in Massachusetts talks about the importance of child care to her ability to further her education:

"Things are very difficult for me financially right now, but I'm glad I have not lost my day care totally, as I thought I might at one point last year. I need day care so I can work and attend school. Even though the incentive is not there to work, I felt trapped in the welfare system. Day care has given me the freedom to get an education so that I can get employment and some day get totally out of the welfare system."

Child care helps children to be more productive adults.

While child care is an essential component of any program to encourage self-sufficiency among young families, supportive child care is also essential to insure that young children are assured a brighter future because they have obtained the building blocks necessary to be productive adults. Programs such as Head Start have demonstrated that a high preschool experience can make a difference in the future of children.

Changed Lives, a 20 year follow-up of graduates of a preschool program like Head Start found that the total economic benefits for two years of quality preschool to the individual child and to society as a whole out weigh the costs by seven to one.

It found that the preschool program helped children once they are in school and had an impact on them for many years. Compared to their peers without a similar experience, preschool graduates were much more likely to graduate from high school and were less likely to be misclassified as mentally retarded or in need of special education. Children with preschool education did better on standardized achievement tests in reading, language, and math, and were more likely to go to vocational or academic training after high school.

The study also found that the advantages gained by preschoolers continue into adulthood. They are more likely to be working and to be satisfied with their jobs; they spend more time employed after graduation, and have better paying jobs than non-attendees.

The study also found that they are less costly to society than their peers. They were much more likely to be supporting themselves and less likely to be receiving food stamps, AFDC, Medicaid or general welfare assistance. Preschool graduates are less likely to be in trouble with the law and less likely to become teen parents than those without preschool experience. We have also seen that preschool programs such as Head Start with a strong parental involvement component can improve opportunities for low-income parents. Currently, 29 percent of Head Start staff are parents of current or former Head Start children.

Policymakers support Head Start recognizing the impact it has on the lives of both children and their families. Yet when child care policies for low-income parents in school or training are developed, they are often short-sighted. Funds are not sufficient to enable children to attend quality child care programs which incorporate at least some of the characteristics of Head Start. It is ironic that the low-income children whose families must earn poverty level wages or below to be eligible for Head Start are the same children whose mothers are encouraged to seek self-sufficiency by attending school without the benefit of adequate child care support.

Child care assistance must be provided directly if women are to be able to move up an economic ladder, gain the skills necessary to be self-sufficient and participate in a real "opportunity society".

Why do mothers in college need direct assistance in meeting their child care needs? The Children's Defense Fund believes that low-income families must have access to child care assistance through a targeted program that enables them to purchase high quality care. Firstly, freshman women are twice as likely as freshman men to be self-supporting. In a 1979-80 survey, 60 percent of freshman women, but only 34 percent of freshman men were classified as self-supporting. Many of these women may be single parents struggling to improve opportunities for themselves and their children. Secondly, if they are single parents, they are likely to be poor. Over 12 million children or one in five under 18 years of age lives in a single parent family. By 1990 nearly one child in four will live in a single parent household, double the 1970 rate. Half of all black children now live with their mothers only. Access to higher education and its economic rewards is critical to these households. However, these female heads of households are the principal sources of support for their families. If they are to even consider attending institutions of higher education, they need help in meeting their child care costs. In 1983, 55 percent of the children in single headed families were poor. The average single mother with children earned only $8,951 in 1982.

She would have had to pay almost one-third of her income (or $3,000) to purchase center-based child care in most communities. This is three times as much as the ten percent of income that is considered reasonable to pay for child care expenses. In Cleveland, 30 percent of the calls received by the Child Care Information and Referral Service in the first half of 1984 were from single mothers. Over 70 percent of these mothers earned less than $10,500 annually.

Thirdly, women are more likely to postpone their education making up two-thirds of the 1.5 million students over age 34. This older adult group is one of the fastest growing components of college enrollment having increased by over 700,000 persons and nearly doubling in size over the past ten years. These women are more likely to have low incomes, be parents, and need child care assistance.

The characteristics of the student body of City College of New York presents a picture that may be representative of other urban institutions. Fifty-eight percent of the students are female. Thirty-eight percent of Black and 36 percent of Hispanic female students are single heads of households. Fifty percent of the student body are from families with incomes under $12,000. The total enrollment in the university system is 184,000 students. CCNY is able to provide approximately 1,000 students with direct child care support.

The high costs of child care and the lack of adequate support are contributing to a two tier system of care for our youngest children.

According to Dr. Sheila Kamerman: "Enrollment rates of children in preschool programs are significantly higher when mothers have larger income and more education. Fifty-three percent of three to four year olds with median or higher incomes attended a preschool program in 1982 as contrasted with only 29 percent of those in lower-income families. Enrollment rates increase as mother's education levels rise and still more when mothers are employed. Not only is there growing use of preschool as a child care service for the three, four, and five year olds with working mothers, but there is an especially high use by affluent, educated, working families. Because most of these programs are private and relatively expensive, such high use by the more affluent raises serious questions about the consequences for those children in lower-income families without access to such programs whether or not their mothers work."

Budget cuts fuel the development of a two tier system.

Federal, state, and local budget cuts have placed great strains on child care centers and family day care homes already receiving fragmented and inadequate support. In order to keep their doors open, some child care centers have begun to serve fewer low-income children and families. New policies have eliminated child care for these families or resulted in fees that poor families cannot pay. Centers have switched to a greater number of high income families who can pay. This pattern can be seen across the country.

In January 1980, two child care centers in Black Hawk County, Iowa, served a total of 42 fee-paying children and 58 poor children subsidized under Title XX. In November 1982, the centers served 60 children whose parents paid full costs and only 42 children who received Title XX assistance.

In Wilmington, Delaware, the Salvation Army opened a center to serve the children of working poor families. Recently, it faced the prospect of closing because of dwindling enrollment. About two-thirds of its children used to be subsidized by Title XX; now only about one-third receive subsidies.

A Grand Rapids, Michigan, day care center used to serve 55 children, all of whom received public subsidies. Now the center serves 31 children, none of whom receives a subsidy.

Allowing a mother to consider the costs of child care as a factor in determining financial aid is important but this method still makes it difficult for mothers with limited out-of-pocket income to cover the costs of quality child care and will not alleviate this two tier system.

The Title XX Social Service Block Grant, the largest source of direct federal support for child care and other services for children and families, is funded at $2.7 billion, $600 million less than its funding level would be if it had not been cut 21 percent in 1981. Even before the cuts, Title XX had experienced minimal increases since it was first authorized in 1976. If inflation is taken into account, the FY 1984 authorization for Title XX should have been $4.5 billion. Furthermore, if population changes are considered, the level would have to be increased to $4.9 billion.

The cut made in Title XX in 1981 resulted in 34 states lowering spending for child care between 1981 and 1983. Sixteen states cut their Title XX child care expenditures more than 21 percent. Despite growing interest in child care, by the fall of 1984 half the states were still spending less for child care than they had in 1981.

Between 1981 and 1983: 31 states accomplished reductions in the number of children served by making it harder for families to become eligible; 19 states increased fees for services, imposed minimum fees or allowed copayments for Title XX child care; 24 states reduced funds for training child care workers; 33 states lowered their child care standards for Title XX programs; and staff to monitor and license programs. Texas now has 240 employees responsible for regulating over 26,000 child day care providers. In 1977 there were approximately 10,000 child care facilities in Texas and 600 employees in the licensing division.

Child care help for mothers seeking to attend college and gain the skills necessary to move their families out of poverty is now even harder to find because of the Title XX cutbacks.

A recent survey by the Association of Independent Colleges and Schools found that child care problems were serious or very serious for about a quarter of all students. "Child care is rarely available on campus. When it is available its costs and structure make it inaccessible to low-income students." Since 1981 twenty-one states have made it more difficult for low-income mothers in school or training programs to be eligible for available Title XX funded child care. Only nineteen claim to make child care assistance to mothers enrolled in two and four-year institutions. However, in many of these states, counties still refuse to provide services to mothers in school. In addition, this group is usually at the very bottom of a priority list for very limited child care slots. Colorado used to provide help to students enrolled in four-year colleges. Their current policies are a mirror of state's attitudes toward helping mothers in school. They punish low-income women seeking an education by allowing single-low-income parents enrolled in school or training programs up to one year of child care support. Parents in college can receive help only if the parent is in his or her last year or has a job awaiting them upon graduation.

Nevada and Kansas no longer offer any Title XX funded child care to parents in training program. Washington State used to provide Title XX subsidies to parents enrolled in two-year training programs. Now child care subsidies are limited to parents in high school. To cut corners, Arkansas designated parents in training programs as the state's lowest priority for Title XX child care assistance. Alabama just this year eliminated child care support for mothers in school or training or those seeking employment.

Delaware limited its Title XX child care subsidies for a number of women in school or training programs.

A Delaware mother was forced to drop out of school, where she was studying accounting and computers, in order to regain eligibility for child care. Now she's working attaching yokes to men's shirts in a sewing factor and earns little more than the minimum wage. She says, "I just had higher expectations for myself and my kids".

The following mothers are also not atypical:

A Washington State single parent mother with three young children ages eight, four, and one struggled to keep her family together and move off dependence on welfare. A year and a half ago, she placed her four year old in foster care because she could not handle his discipline problems. She turned to Alcoholics Anonymous to help her cope with her own alcohol problem. A parent-aide volunteer group also helped her. She grew stronger and took her son back home. She also received a scholarship to attend a beauty school. However, the lack of child care for mothers on AFDC who are enrolled in training programs in Washington has not made it possible for her to take advantage of the scholarship. She sought to attend a beauty school. However, the lack of child care for mothers on AFDC who are enrolled in school or training programs in Washington has not made it possible for her to take advantage of the scholarship.

Jane Anderson had a baby in the fall of her senior year in high school. She earned her high school diploma by attending special classes for adolescent parents that included a nursery for the babies. Jane married the baby's father but it did not work and Jane left home with her child. After a year of dependence on AFDC Jane decided to go to a school so she could eventually support her child and herself. In May she applied for an educational grant and got on the waiting list for child care assistance so she could go to school in September. When she checked on child care assistance in August she was told that funds were still not available. In November a staff member called Jane and told her funds were available. Jane reported that she had forfeited her educational grants because she could not pay for child care herself.

Mrs. Brown's husband left her with two preschool children. She tried to find a job to support the children and herself. Because she lacked formal training or special skills the jobs open to her were at the minimum wage level. Her gross income would be $580 and her child care would cost $365. Taxes and work expenses would take up part of the remaining $215. She wants to work to preserve her self-esteem and dignity so she applied for child care assistance. Her name was added to the waiting list and she was advised that it might be a year before funds were available for her child care. Mrs. Brown then decided to go to school so she could increase her job potential. She needed child care assistance in order to go to school and, again, her name was put on the waiting list and she was told she may have to wait for a year. To survive financially, Mrs. Brown applied for and received AFDC payments of $500 a month.

When available, short-sighted policies may only allow for child care support during classroom hours failing to take into account the time necessary for transportation and studying.

Only two states, California and New York, authorize specific state funds for mothers enrolled in colleges.

California's program which provides approximately $9.5 million supports campus-based child care programs at nineteen state colleges, at approximately 75 percent of the state's 106 community colleges, and on ten University of California campuses.

Each group reports that these programs come nowhere near meeting the demand. Over half of the 315,000 students enrolled in the state colleges are women. Their child care programs serve 2,000 children but maintain a waiting list of approximately 1600 children about two-thirds of whom are eligible for a child care subsidy.

The University of California at Berkeley estimates that six percent or 1,500 of its approximately 26,000 students have pre-school age dependents. Berkeley's child care program served approximately 180 children in 1981 with a waiting list of 250 children.

Colleges that run campus-based child care programs across the country often report long waiting lists.

Ohio State's child care center serves 197 children. It currently has 439 children on their waiting list—185 under 18 months of age.

Tulane University in Louisiana enrolls 40 children with a waiting list of 70.

Idaho's Boise State serves 60 children with 30 on a waiting list.

The child care needs of mothers in school are not likely to met in the near future by the states.

A report prepared for the governor of Maine by the Child Care Task Force reveals that 500 children age five or younger spent time during a typical week caring for themselves. Another 2,500 children under age three and 1,000 children ages three to five were sometimes left at home alone, with only a neighbor or friend occasionally looking in on them. Almost 25,000 Maine children, ages six through 12, spent an average of more than four hours caring for themselves during a typical week.

New Mexico is serving approximately 3,700 children, but estimates that more than 50,000 children need child care.

Cuyahoga County, Ohio, estimates that an additional $8.2 million would be needed to serve the number of families who need assistance with child care. It currently spends $9.1 million a year for child care assistance

Recent data from Massachusetts' resource and referral programs suggests that only about a third of the states families needing day care are able to find the kind of care they want at a price they can afford.

Oakland California's Child Care Impact Committee found almost one-third of surveyed parents "were forced to take whatever they could find." Only a third thought they had an adequate degree of choice.

In Los Angeles County California, there is no licensed, regulated child care available for the approximately 135,000 children under age five who need child care. Estimates show that more than 300,000 chilren ages five to fourteen with employed parents need after school care.

Louisiana has a waiting list of 4,000 children for its Title XX funded child care services.

Inadequate resources forces other unpalatable trade-offs.

A discussion of how to facilitate access to supportive child care must touch upon other issues characterizing our child care system which present serious and unpalatable choices. The first involves the wages paid to caregivers. Low-income women themselves now provide the largest subsidy undergirding our child care system.

Two out of three center-based providers earn below poverty level wages. Family day care providers earn even less. As a result the turnover in child care is very high—41.7 percent in a fifteen month period in 1980–1981. We pay a high price for this turnover. Children are unable to develop a stable relationship with their caregivers. Child care directors also report that it is even difficult to schedule training programs which are intimately linked to quality because of this rapid turnover. This problem will intensify as women continue to enter the labor force and take jobs which are more remunerative than child care.

Quality is obviously also affected by the standards that child care programs must meet. Two key components of quality care are staff/child ratios and group size. If more caregivers are required, programs must shoulder an additional salary. What is the tradeoff? North Carolina allows a single caregiver to be responsible for eight or nine infants. Can one person carry eight infants out in the case of a fire? Lowering staff/child ratios, raising caregiver qualifications, requiring more costly equipment or nutritious meals are all items that add costs to the budgets of child care programs. There is little elasticity in these budgets since approximately 70 to 75 percent is taken up by wages.

The lack of resources in child care results in a constant trade-off between costs or affordability, quality, and caregiver wages. Raising wages involves raising fees. The average fee parents pay in child care centers ranges between $40 and $60 for four year olds while center-based infant care can cost over $100 in urban areas. Since most parents cannot afford to pay more than ten percent of income for child care and the median family income was approximately $24,508 in 1983, there is not much room to maneuver this fee schedule. Median family income has actually declined by over nine percent in real terms over the last five years. It was It was $26,885 in 1979.

We must consider new approaches to encouraging young people to seek child care as a career as well as helping child care programs with staffing problems while simultaneously pursuing strategies to increase wages. H.R. 2111 addresses two of the above areas by providing $10 million to help support the placement of students in community child care programs. This would also allow more students an opportunity to learn about child development and spend time with young children.

In addition to urging the Committee to amend to Higher Education Act to address the child care needs of low-income students, CDF would also like to raise another problem, clarifications that would improve affecting access to higher education for very low-income students. CDF is concerned that aid from certain student assistance programs is sometimes counted as income for purposes on determining AFDC eligibility and benefit levels. Because in almost half the states eligibility for health care under Medicaid is tied to AFDC eligibility, some low-income parents are then forced to choose between health care for their children and further education to benefit themselves and their families.

Given the fact that child care is essential to improving both the futures of young mothers and their children, we must move ahead to build a child care system that is consistent with these dual objectives. As long as states and communities continue to have long waiting lists for child care programs, mothers participation in training programs will be stymied. We know that "additional education can make a substantial difference in lifetime income for women...A woman with a college degree earns an average of $350,000 over her lifetime than a woman with less than a high school education." Without adequate child care support, low-income women will continue to be denied the skills and credentials necessary to move themselves and their children up an economic ladder towards stability and self-sufficiency.

Mr. **Ford**. Linda Tarr-Whelan.

STATEMENT OF LINDA TARR-WHELAN, DIRECTOR OF GOVERNMENTAL RELATIONS, NATIONAL EDUCATION ASSOCIATION

Ms. **Tarr-Whelan**. Good morning, Mr. Chairman, members of the committee. I appreciate the opportunity to testify today on behalf of the National Education Association, and particularly applaud this subcommittee and its members for dealing with some very real problems relating to college education today.

As we began to prepare this testimony and look at the student body in the colleges, and to deal with the definition of nontraditional students, I realized, quite to my surprise, that I had been a nontraditional student myself. When I went to college I was employed full time. I was a mother. In fact, I was a single mother. And many of the students that I went to school with were in the same category. I think it speaks, perhaps, to the point that Mr. Williams made in his opening remarks. That that was in the sixties, which was quite some time ago, and we are still considering many individuals in this group as nontraditional college students.

We would like to make some basic recommendations, and did so in our testimony, but we feel there are really many approaches to solving the problems which are identified. We have identified some potential solutions, but our overwhelming concern in coming before you today is how to accommodate the students as we look forward. We really make three basic points in our testimony, and I will go into them in just a little bit of detail, as I know you are strapped for time this morning.

One is that the diversity of individuals in school today and who should be in school today causes us to rethink and reframe some of our policies that have undergirded Federal higher education policy for sometime. That in fact, we need to reaffirm the access questions and the worthiness of these students. Our country perhaps had made its greatest investment in higher education with nontraditional students when it invested in the G.I. bill, and I think we must think in that kind of context as we look forward with this rewriting of the Higher Education Act.

Second, we believe that the student financial aid programs must meet the reality of the new collegians. And like members of this committee we have struggled with the terminology and suggest perhaps that is one of the ones that the committee look at, in terms of what the mix is of grants and loans, what kind of repayment period there is, what kind of grace period, how we look at things like computer allowances and dependent care, and what the definition of "independent student" is.

And third, we make some recommendations about meeting unique student needs, and we would second the testimony that Ms. Blank gave about Congresswoman Sala Burton's bill which is before this committee, and we understand that there are many other bills which members of this subcommittee have raised, about unique student needs which we would also like to see addressed.

Just to give a few more basic points about our testimony. We certainly concur that significant changes have occurred in higher education enrollment over the past 12 years. In the first half of the seventies, these enrollments experienced a rapid growth, rising from 8.6 million in 1970 to 12.1 million in 1980. And we are, in fact, seeing some leveling off at this stage of the pool of students which was considered the traditional college student, the 18- to 24-year-old population.

The National Center for Education Statistics projects that the record level in 1982 of 12.4 million will fall to 11.8 million by 1992. Full-time equivalent enrollment is anticipated to decline by 10 percent over the next decade, with about half of that drop coming from the traditional 18- to 24-year-old college population.

We see another trend that is of great concern to our organization, and that is the proportion of 18- to 24-year-old minority students who are in college today. In 1975, 20.7 percent of black students in that age group were in college, while in 1980 only 19.4 percent of the students in that age cohort were in college—black students, that is. With Hispanic students the drop has been even more precipitous: 20.4 percent of Hispanic students in that age group were in college in 1975; in 1980, the number had fallen to 16.1.

At the same time colleges are looking at increased numbers of older students to offset half the reduction that they are seeing in their anticipated student load, and that is, in fact, the fastest growing component of postsecondary education. Between 1972 and 1982, for example, part-time student enrollments increased 65 percent, and that growth translated into 41 percent of total enrollment or over 5 million college students. That is expected to continue through the end of the century.

These new collegians are hard to define. They may be older, they may be of color, there are many in significant financial need, many who are first-generation college students, many who mix school and employment, and those who are returning to school for retraining or advanced learning, women who are displaced homemakers, single heads of household, widowed or divorced, and those from new immigrant populations. It is a diverse group, but it is marked by one unifying characteristic. They are those individuals who historically have had limited access to postsecondary education and the opportunities that it provides.

We believe that the student financial assistance programs are a particular important key to the question of providing education for these new collegians. When our student aid policies were initially developed and as they have matured, the college student was generally defined as the 18- to 24-year-old, directly out of high school, in a dependent status upon their parents, living at home or on campus and attending college full time. It certainly does not, as the chairman said in his opening remarks, characterize the mainstream postsecondary population today.

Federal higher education policies have not yet accommodated this particular change, and we do not see in the current thrust of the administration's proposals attention to this, and look to this subcommittee particularly to deal with the needs of these nontraditional new collegians.

I would like to speak particularly about several parts of the student grant and loan program. Particularly because the low-income nontraditional students often can least afford levels of indebtedness. NEA believes that the low-income students in general should have access first to grants and then to loans. We feel that that is a particularly important program—particularly important problem, rather—because the individuals who are looking at the opportunity of college and looking at what opportunities there are for careers after college are frequently discouraged from looking at access because of the problem of the heavy loan load.

We also look at that loan load in two other ways. One is to extend the repayment period on student loans for a student with an aggregate debt of $6,000 or more. Since we represent teachers and the teaching profession, we are particularly concerned of those who start their careers at low pay and would recommend that repayment be extended from 10 to 15 years. We would also like to see a modest increase in the loan amount in recognition of the cost of college education today and feel that it is important to lengthen the grace period on loan repayment from 6 to 9 months to reflect a more realistic assumption of the time required for a student to obtain employment and to establish a financial foothold.

Also, with regard to looking at the financial side, we are very concerned about increasing the commuter allowance to ensure that realistic costs are taken into account in calculating student maximum grant awards. There are a number of areas we are concerned about, and raise in our testimony, about unique student needs, and I would like to speak for just a moment to several of those.

We believe it is critically important to have a dissemination program on the question of access to financial assistance for the new collegian students who don't have access to the traditional sources of teachers and counselors, and we would urge the committee to look at various kinds of approaches such as a mass media approach, an 800 number, or community organizations, which could help provide the kind of information which students need so that they understand that the access is there.

Second, we would like to, as I said, reaffirm the problem of child care for students who are in college and to look particularly at the child care grant programs as well as the cost of child care in determining the maximum grant awards for students. We believe that the TRIO and HEP/CAMP programs are of particular importance and should be addressed in this legislation. The special programs for students from disadvantaged backgrounds and the high school equivalency program and college-assisted migrant program exist today because of the commitment of the Congress, which created the programs for low-income and first-generation college youth and adults.

We believe that fewer than 10 percent of the students in need receive these services today, and that the authorization level for these programs must be raised to expand services to these particular students. The college board has done very significant work on reviewing the programs and have found them to be professionally run and cost effective in many ways.

In summary, Mr. Chairman, and members of the committee, NEA recommends that we recognize the diversity of individuals who are already present within our postsecondary institutions, the societal patterns and dynamics which send them there, and the economic realities which make it imperative for us to rethink some of the policies and reframe the Higher Education Act accordingly. This reauthoriation process offers us the chance to bring educational opportunities to countless men and women who otherwise might be bypassed by Federal education policy.

We trust that this subcommittee will continue its long commitment to equal educational access and open the doors of higher education for all Americans. We look forward toworking with you and the staff in this endeavor. Thank you very much.

Mr. Ford. Thank you.

[The prepared statement of Linda Tarr-Whelan follows:]

PREPARED STATEMENT OF THE NATIONAL EDUCATION ASSOCIATION PRESENTED BY LINDA TARR-WHELAN, DIRECTOR, GOVERNMENT RELATIONS, THE NATIONAL EDUCATION ASSOCIATION

Mr. Chairman and Members of the Subcommittee on Postsecondary Education, thank you for this opportunity to appear before you today. I am Linda Tarr-Whalen, director of Government Relations for the National Education Association whose members are higher education faculty, classroom teachers, and educational support personnel in postsecondary institutions and in the public schools in each of the 50 states.

The NEA has long supported a national commitment to higher education. And that deep and continuing concern regarding higher education is based on the firm belief that this nation's destiny is inextricably tied to how well we educate our citizenry in a democratic society. For it is our institutions of postsecondary education—building on our system of universal free public elementary and secondary schools—that prepare the scientists and researchers who will help design our future, educate the scholars, artists, and philosophers who will enrich our national life, and provide us with the skilled workers who will fuel our economy.

We welcome this opportunity to share our ideas on nontraditional students and higher education policy as the Congress deliberates on the reauthorization of the Higher Education Act. We believe this reauthorization process opens the door to a reaffirmation of our national commitment to higher education and to equal access to educational opportunity.

Significant changes have occurred in higher education enrollment over the past 12 years or so. In the first half of the seventies, those enrollments experienced a rapid growth rising from 8.6 million in 1970 to 11.2 million in 1975—an increase of

30 percent. In 1980, they climbed again to 12.1 million—an increase of 8 percent over 1975.

For the remainder of this decade, however, higher education enrollment is projected to decrease somewhat as declines in the traditional college-age population reduce the pool of potential students. The National Center for Education Statistics projects that the record level higher education enrollments of 12.4 million in 1982 will fall to 11.8 million by 1992. Full-time equivalent enrollment is anticipated to decline by 10 percent over the next decade—about half that drop coming in the traditional 18-24-year-old college age population.

At the same time, increased numbers of older students are expected to offset about half that reduction. And the numbers of part-time students are on the upswing. Indeed, they are the fastest growing component of postsecondary education. Between 1972-1982, for example, part-time student enrollments increased 65 percent. That growth translated into 41 percent or over five million college students, and it is expected to continue through the end of the century.

These figures suggest that the composition of the student population in our nation's colleges and universities is rapidly changing face. It comprises a larger and growing number of so-called nontraditional students—those who may be older; those who are of color; those who are in significant financial need; those who are first generation college students; those who mix school and employment; those who are returning to school for retraining or advanced learning; those women who are displaced homemakers, single heads of households, widowed, or divorced; and those from new immigrant populations. It is a diverse group. But it is marked by one unifying characteristic—they are those individuals who historically have had limited access to postsecondary education and the opportunities it provides.

In light of this changing student composition, NEA believes that it is increasingly critical to rethink and, to some extent, revise our nation's programs and policies for postsecondary education. Just as important, however, we must recast portions of existing law to ensure equal educational opportunity to those populations from which the "new" collegians increasingly will come.

It is with this in mind that we offer the following suggestions for the reauthorization of that legislation which serves as the foundation for our national postsecondary education policies—the Higher Education Act.

STUDENT ASSISTANCE PROGRAMS

There is no denying that federal student grant and loan programs have opened the doors to millions who might not otherwise have passed through the halls of higher education—whether white, Black, Hispanic, Asian, First American/Alaska Native, or male or female. These programs over the years have given hope, access, and opportunity to young men and women who might not have even dreamt of such possibilities. They have made the difference between lives of accomplishment and despair, between economic dependence and financial security. And—for many—they continue to do so today.

When our student aid policies were initially developed, a college student was defined as the 18-24 year old, directly out of high school, living at home, and attending college full time. While that definition may have been an apt description of the traditional college student then, it no longer characterizes the mainstream postsecondary population. Consider the change in the student bodies at community, junior, and technical colleges where the average age is in the mid-30s, where part-time students are the norm, where vast majorities must balance the demands of school and work. While the accessibility and low cost of the two-year institutions have meant that these campuses have been the first to witness this change, all institutions are now experiencing it.

Despite the magnitude of this trend, federal higher education policies are mired in the past and increasingly discriminate against what was once defined as the nontraditional college student. As a result, the question is not even a matter of choice for many so-called nontraditional students, it is a question of basic access to postsecondary education. For them, the availability of—and their eligibility for—appropriate federal student financial assistance is essential.

In recent years, the cost of higher education has increased dramatically. Indeed, the rise in the cost of attending postsecondary institutions has grown at a faster rate than that of other prices in the general economy. In fact, a report released just last week by the National Center for Education Statistics cites average student costs of $4,522 for the 1984-85 school year, an increase of 11.1 percent over 1983-84. And each increase pushes the traditional and nontraditional student—the potential teacher, scientist, engineer, or doctor—further away from the doorstep of a higher education.

For nontraditional as well as traditional college students who hail primarily from low-income backgrounds and homes, student grants and loans take on a magnified import. They are the key to higher education. NEA, therefore, believes that increasing costs of a college education and the accompanying decline in individual purchasing power make it imperative that maximum awards for Pell grants—that mainstay of student assistance for traditional and nontraditional students alike—be increased. At the same time, the percentage of cost that such grants may cover must be raised as a matter of basic equity. The current limitation serves only to discriminate against the most disadvantaged of students attending the lowest cost colleges.

Because nontraditional students often can least afford huge levels of indebtedness, NEA believes they should have access first to grants, then to loans.

NEA also recommends that language regarding the Supplementary Education Opportunity Grant be amended to ensure that these funds are targeted to students with exceptional financial need as well as to ensure institutional flexibility in serving that increasing number of less than halftime students in our postsecondary institutions.

State Student Incentive Grants should be expanded to provide special assistance to adult learners over age 25 who may be less than halftime students and are enrolled in educational or retraining programs in order to become marketable citizens in the workforce.

Additionally, the Association recommends a number of changes in the general provisions governing student assistance that would further recognize the changing characteristics of higher education students.

Extending the repayment period on student loans for an aggregate debt of $6,000 or more. This change is particularly critical for those who may start their careers at low pay. We recommend that repayment be extended from 10 to 15 years.

Lengthening the grace period on loan repayment from six to nine months to reflect a more realistic assumption of the time required for a student to obtain employment and establish a financial foothold.

Acknowledging the importance of child care in student grant and loan programs. Child care is one of the most important factors enabling women to work, to participate in training programs, and to complete an education program. Yet neither the federal government nor the states offer women adequate support to obtain quality child care. If women are to escape the clutches of poverty and welfare dependency and be able to avail themselves of postsecondary opportunities, child care needs must be addressed. Child care costs must be allowable as part of the "cost of attendance" for students receiving grant assistance at postsecondary institutions, and they should be included in calculating "expected family contribution" in loan determinations for both independent and dependent students.

NEA supports such means to address this problem as H.R. 2111 by Representative Sala Burton (D-CA) which would amend Title IV of the Higher Education Act to establish a new grant program to help make child care available to low-income, first generation college students by providing grants to institutions of higher education for provision of child care services. It also would provide employment and training opportunities for college students in child-care settings. The bill is included in the Economic Equity Act (H.R. 2472).

Increasing the commuter allowance to assure that realistic costs are taken into account in calculations in the Pell grant programs. For full-time or part-time students, the expense of college is more than just tuition and fees. It potentially includes child care, housing, food, clothing, and transportation costs. Student aid and loan requirements must fairly reflect this.

Requiring a dissemination program, implemented by the Secretary of Education, targeted to nontraditional students and providing information regarding student aid programs. As early as possible, the Secretary also should provide students with a pre-eligibility assessment to let them know of their potential eligibility for financial aid.

NEA believes these adjustments in current law would reflect the current realities regarding the changing student compositions at our nation's colleges and universities and the economic facts of life.

OTHER POLICY AREAS

The changes in our society and economy and the rapid technological advances taking place in our society demand improvement of postsecondary education opportunities for adults in all stages of life. NEA believes that Title I of the Higher Education Act must be refocused and broadened to provide a more realistic federal response to the needs of adult learners. In doing so, the Congress would be taking a cue from the 1984 Commission on Higher Education and Adult Learners that found the "fostering of learning by adults . . . an immediate and compelling national need."

Federal higher education policy of the last two decades has supported broader access to higher education through a substantial investment in programs that provide financial assistance. Also a part of that important policy, however, has been a Congressional understanding that financial aid alone would not necessarily fully open the doors of higher education to all who are qualified. So in passing the Higher Education Act of 1965, Congress also authorized programs to provide information, counseling, encouragement, and other services to help equalize college opportunities for the disadvantaged.

The Special Programs for Students from Disadvantaged Programs (TRIO) and the High School Equivalency Program and College Assisted Migrant Program (HEP/CAMP) exist today because of that commitment. The Congress created these programs, because low-income and first-generation college youth and adults encounter characteristic problems—owing to the lack of support systems to pursue education—that require response.

Yet fewer than 10 percent of these students in need receive such services. NEA believes that the authorization level for these programs must be raised to expand services to this group of students.

Mr. Chairman, as you are well aware, the HEP/CAMP program has served a very vulnerable but often overlooked population of nontraditional students—those whose families are engaged in migrant and seasonal farmwork. It has been invaluable in providing assistance in reading, writing, study skills, math, communications skills, and other subjects necessary for success beyond high school and in preparation for the examination for a certificate of high school equivalency. It has also provided personal and academic counselling, outreach and recruitment, special admissions and financial aid, tutorial services, career-oriented work study, and housing support to these students.

These special programs have delivered their services in increasingly professional and cost-effective ways. Assessment studies have shown them to be efficient. We believe they now deserve to be extended and expanded to meet the needs of future generations of college students.

CONCLUSION

Mr. Chairman, as the NEA "Open Letter to America on Schools, Students, and Tomorrow" points out, opportunities for educational growth should continue throughout life. "People will become students in the formal sense again and again during their adult lives. Since most adults in the 21st century will change careers several times, they will return to school to learn new work skills. They will also find myriad opportunities in schools to enrich their lives outside of their work." Opportunities for lifelong learning must be afforded by the Higher Education Act.

Just as individuals must be given fair and equitable treatment under the Higher Education Act, so too must two- and four-year postsecondary institutions. For far too long, community and junior colleges—and the students they serve—have been the stepchildren of federal education policy and resources.

Mr. Chairman, the use of the term "nontraditional college student" has become a misnomer. It gives the impression that we are talking of or dealing with a small group of students outside the mainstream of college life or that we are suggesting that programs be redesigned for the sake of a few on the fringes of academic life. That simply is not the case. Those who are considered "nontraditional" today will surely be the "traditional" students of tomorrow. NEA recommends that we recognize the diversity of individuals who already are present within our postsecondary institutions, the societal patterns and dynamics which send them there, and the economic realities which make it imperative for us to rethink and reframe the Higher Education Act.

This reauthorization process offers us the chance to bring educational opportunities to countless men and women who otherwise might be bypassed by federal education policy. We trust that this Subcommittee will continue its long commitment to equal educational access and open the doors of higher education for all Americans. We look forward to working with you in this endeavor.

Thank you.

Mr. FORD. Dr. Harriet Alger. Dean Harriet Alger of the State University at Cobleskill in New York.

STATEMENT OF HARRIETT ALGER, PH.D., DEAN OF EARLY CHILDHOOD EDUCATION, STATE UNIVERSITY OF NEW YORK AT COBLESKILL

Ms. ALGER. Mr. Chairman, members of the committee, I am testifying today as a member of the executive board and a former chairperson of the National Coalition for Campus Child Care, an organization founded in 1976 to help establish and maintain quality child care services as an integral part of higher education systems.

My personal and professional involvement with campus-related child care services dates from 1966. I was also a student parent. A single student parent of three small children, and later had experiences as a child care center director, college faculty member, a college administrator, and a consultant.

These experiences have taken place on the campuses of 2-year and 4-year colleges and universities, private and public, in urban and rural communities. Despite the diversity of the settings the provision of child care for student parents has been a common concern.

Members of the coalition believe that campus child care programs should be available to facilitate the education of student parents. They also believe that such programs must be safe, healthy, and developmentally sound educational programs for children. We appreciate the opportunity to testify about the importance of providing direct child support to students through the Higher Education Act.

The number of adults in college has steadily increased since the early 1970's. Most of the adults who require care for children while they go to school are women, and a large percentage of these women are single parents. Helen Blank of the Children's Defense Fund has given you statistics that illustrate the scope of this population.

I have worked with comprehensive early childhood programs which encouraged and assisted parents, mainly mothers, in obtaining more schooling or job training. The most effective routes to productive employment for these parents, in my experience, have been college degree programs. Robert A. Corrigan, Chancellor of the University of Massachusetts at Boston, has said:

> As individuals confront the increasing complexities of American society in the Eighties, higher education becomes more important than it has been at any other time in our history. It is no longer "nice to have" a privilege for the privileged, or "the thing to do" after high school. It is a necessity if one is determined to be a productive member in many segments of our work force.

I understand that black enrollment in college is declining, along with other minorities, a tragic situation since the income levels of these groups is considerably lower than that of whites and unemployment appallingly high.

Some job training programs have prepared people for unskilled employment that provided only poverty level incomes, continuing and compounding problems for mothers and their children. Some training has proven to be a dead end with no employment available when finished, a serious blow to motivation.

In contrast, the women who were able to attend college programs were much more successful in raising the standard of living for their families and in building a positive attitude about themselves and their potential.

Some women enrolled in college because they did not have the education needed to find and keep employment. Many have been widowed, separated or divorced. Some worked to enable their husbands to get college degrees and then enrolled in college themselves. Other women are in school because of the recognition in our society today that they may some day be widowed or divorced, that women have a right to career choices, that it is often necessary to have two incomes in today's economy in order to afford the basic needs of a family: housing, food, clothing, medical assistance and education.

In each of these situations, the women involved are able to contribute more to society as a result of their education. This is particularly true of single women who are heads of households because of the high incidence of poverty among this group. Statistics show that women still earn considerably less than men. Access to education at the college level can make a difference. Women seeking to enroll in college have continually told us that a major problem for them was finding available, affordable quality child care.

The fundamental problem in providing good child care is the lack of a sufficient, reliable funding base. Most parents, and certainly most student parents, cannot afford the full cost of good care. All of us begin paying for our children's public school education before we have children and continue to support it after our children are out of school. We also help to support education whether we have children or not because an educated citizenry is important to our society. We need to recognize that the first 5 years of children's lives are as important as the school years, if not more so, and that society cannot make a better investment in the future than to ensure that all young children have the care they need to develop; socially, emotionally, physically, and intellectually.

Longevity studies have shown that children who attend good preschool programs are less likely to require expensive remedial services later in public school, are less apt to drop out of school, and are less often involved in vandalism and juvenile crime. Cost to society for these children has been one-seventh of the costs that result from poor preschool experiences. Good child care is sure to be cost effective and poor child care expensive over the total life span of the children involved.

Cuts in title XX funds for child care have seriously and adversely affected parents' ability to get child-care subsidies and have jeopardized the support for sliding fee scales in good child-care programs.

Cuts in work study programs have made it more difficult to students to earn income to support their education. These cuts have also meant that less work study students were available to work in child care centers, making it more difficult for centers to provide a low adult-child ratio. The number of children cared for by each adult and the number of children in each group in a center are important factors in the quality of care.

Another basic problem in the provision of good child care is the lack of general understanding of what the needs of young children are, why it is important to meet those needs in the early formative years of life, and how those needs are best met.

There is a myth that anyone can take care of very young children in child care settings because anyone can be a parent. This makes no more sense than saying that anyone who cooks is sure to be a good cook and capable of running a restaurant.

Taking care of young children is challenging, as any parent can testify. Taking care of young children in groups requires training and skill. If parents neglect children, they generally only affect their own. If child-care staff are neglectful or incapable, they may affect the welfare and the future of hundreds of children.

Most child neglect, whether it takes place in children's own homes, in family day care homes or in day-care centers, occurs because the adults in charge do not know what children's developmental needs are, how to guide and support normal development so that problems can be prevented, how to identify and alleviate problems that do develop without becoming angry and frustrated. Trained care givers do not have to use harsh punitive methods to "handle" children.

Lack of appropriate experiences in the first 5 years of life can lead to serious emotional and intellectual handicaps. Whether cared for by parents, relatives, babysitters, family day-care providers or teachers in centers, children's needs are the same: A safe and healthy environment, affection, and warm stable relationships, good nutrition, responsive adults to talk to and listen to so that communication skills develop, varied and stimulating materials and experiences to promote understanding of the world around them.

If we want the adults who care for children to enjoy them and to nurture children's growth, we must make sure that they are not continually overtired, overburdened, underpaid and stressed.

Low salaries and lack of fringe benefits in the child care field make it difficult to hire and to keep well-trained staff. Inadequate funding often makes it impossible to hire enough staff. I have attached to this testimony a statement about the harsh realities of jobs in the child-care field made by the Ohio Association for the Education of Young Children in 1982. Since most staff employed in child care centers are women, this is another example of the inequity of pay and benefits in fields that are considered "women's work."

The turnover rate of care givers, both in family day-care homes and in centers, is high because of long working hours, poor working conditions, limited support systems, and low pay. This turnover results in lack of a secure and stable environment for children who need to be with familiar, caring adults.

Funders of child-care programs have sometimes said we cannot afford quality care and will have to settle for custodial care. It is important to know that quality care is like quality nutrition, anything less has the potential for serious harm to children. We now have a solid research basis for stating in the strongest terms that custodial care is not only insufficient, it is damaging.

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The turnover rate of caregivers both in family day care homes and in centers is high because of long working hours, poor working conditions, limited support systems and low pay. This turnover results in lack of a secure and stable environment for children who need to be with familiar, caring adults.

Funders of child care programs have sometimes said that we cannot afford "quality" child care and will have to settle for custodial care. It is important to know that quality care is like quality nutrition, anything less has the potential for serious harm to children. We now have a solid research basis for stating in the strongest terms that custodial care (routine physical care only) is not only insufficient, it is damaging.

The bill under consideration, H.R. 2111, can, if passed, make a significant contribution to the solution of some of the problems associated with trying to provide good care for the children of college students

It is important that subsidies provided for child care services be sufficient to meet the costs of quality care. No matter how good the cause for adults, children have rights and must be protected. Any care given must be developmentally sound.

Adequate subsidies will also support good child care programs on or near college campuses and help to establish better salaries, fringe benefits and working conditions for the staff of those centers. All of these improvements will directly affect the quality of the care given to children.

A work experience program which allows centers to hire students as part-time caregivers has two main benefits: It will provide both practical experience and income for students and will help centers keep a low adult-child ratio, giving children more individual attention and easing the burden on regular paid staff.

The provision of good care for children is a family issue, a children's issue, a women's issue and should be a national priority. I urge you to support this bill.

STATEMENT TO NATIONAL ASSOCIATION FOR THE EDUCATION OF YOUNG CHILDREN CONFERENCE, NOVEMBER 1982

Women's climb to equality has been made with an inordinate amount of economic sacrifice by those who have cared for their children while they have pursued jobs and careers. Indeed, because child caregivers receive such appallingly low salaries and neither retirement nor health benefits, they are, in effect, subsidizing other women's work. We of the Ohio Association for the Education of Young Children feel it is time for working women, and organizations that support them, to recognize the value to society of the work of raising the next generation of Americans by working for more equitable salaries for child caregivers.

The amazing social changes currently taking place, of which the women's movement is a vital part, affect young children in important ways. Almost 50% of women with children under six are now in the workforce, thus increasing dramatically the demand for child care. We early childhood professionals affirm the National Day Care Study's report that "caregivers with education and training relevant to young children deliver better care." We also know that our ability to attract and keep trained, skilled caregivers depends on our ability to provide adequate salaries and benefits.

Therefore, we urge NAEYC and its affiliate groups to join together with every variety of women's organization, from the most national and political—the League of

Women Voters and NOW—to the most local—religious groups and sorority chapters; from resource organizations like Women Working to local unions, YM and YWCA's, Junior Leagues, and professional organizations. Only with such strong coalitions can we draw attention to the needs of young children and the people who care for them while their mothers work.

Our first task will be to inform working women about the harsh realities of jobs in the child care field. Most working women are unaware of child caregivers' shockingly low wages and low status which cause dissatisfaction and attrition. The average child caregiver receives less than the minimum wage, works and exhausting 8 to 10 hours a day, has no substitutes or paid vacations, and no job security or health or retirement benefits. Clearly, child care needs and deserves more economic and social support to carry out its important task.

Thus we ask women's groups to join with us in our efforts to secure these economic and social resources, to lobby with us for increased child care funds in federal and state budgets, for tax policies that induce businesses to support child care, for income tax credits to families who need child care, and for making child care an employee benefit.

We also urge NAEYC and affiliate groups to work with women's organizations to establish the legal precedent that child caregivers should receive equal pay for work they do that is comparable with that of public school personnel.

For information: Georgianna T. Roberts, 2323 Stillman Road, Cleveland, OH 44118.

Mr. FORD. Kristin Stelck.

STATEMENT OF KRISTIN STELCK, PUBLIC POLICY ASSOCIATE, AMERICAN ASSOCIATION OF UNIVERSITY WOMEN

Ms. STELCK. Thank you.

Good morning. I am Kristin Stelck. I am a public policy associate for the American Association of University Women. In the absence of AAUW's national president, Mary Purcell, who is enroute to Nairobi for the "UN: End of the Decade" women's conference, I have been asked to present AAUW's comments on the reauthorization of the Higher Education Act of 1965.

I serve as the association's lobbyist on Capitol Hill, and am cochair of the Higher Education Task Force of the National Coalition of Women and Girls in Education. Before coming to AAUW, I had the opportunity to serve as a consultant to the National Commission on Student Financial Assistance: a commission that many members of the Education and Labor Committee had a hand in creating, and on which Chairman Ford served as an active Commissioner. It is, therefore, a special personal privilege for me to speak before you today, and share with you research and findings originating from the National Commission's work.

AAUW has been requested to present to this committee an overview on the status of women in postsecondary education, and to share with you information on women and student financial assistance. We are honored to do so.

The AAUW is one of the oldest and largest women's organizations in America. Organized in 1881, AAUW was founded on principles of securing and promoting educational opportunities for women. Our mission statement, after a 100-year history of involvement in educational equity, reads: "AAUW promotes equity for women, education and self-development over the life span, and positive societal change."

The AAUW is organized at the national, State division and branch levels, with over 193,000 members, nearly 2,000 branches in 51 divisions. Through study group topics and action agendas,

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lies have a poverty rate four times greater than that of other families with children.

More women than men come from low-income families. In 1984, 31 percent of freshman women, compared to 26 percent of freshman men, came from families with incomes of less than $20,000.

There is evidence also that freshman women students are twice as likely as freshman men to be self-supporting. In a 1979-80 study, 66 percent of freshman women, but only 34 percent of freshman men were classified as self-supporting or independent students. This is a critical difference between men and women, as self-supporting students must cover far more of their college costs.

Women are much more likely than men to bear child and other dependent care responsibilities. The over 6.2 million families headed by women in 1984—double the number in 1970—accounted for one-fifth of all the families with children that year, up from one-tenth in 1970. Women are more likely to postpone or interrupt their educations, due perhaps to their lesser financial resources, greater reliance on self-support, and responsibilities for dependent care. Women make up two-thirds of the 1.5 million students over the age of 34. Women reentering college in adulthood are even more likely to have low incomes and need financial help to continue their education.

Similarly, women are more likely than men to be part-time students. Among undergraduates, women and men are about equally likely to be part time, but women graduate students are more likely than men to be part time.

Women are not represented with men in different fields of study and in different types of postsecondary institutions. Women students are less likely to attend graduate school, and are more likely to attend community colleges and vocational training programs.

Why should women care about student aid? Well, women should care about student aid because it can mean the difference, obviously, between getting a college education and not getting one; and a college education can mean the difference between getting a good job, just getting by, and being poor.

We strongly believe that the degree to which student aid programs are responsive to the particular needs of women students can directly affect their and their families' future security. During the 1970's, women who had 4 years of college education earned 25 percent more than women with high school diplomas.

More women than men are reporting that financial aid is important in making their college choices, and more women than men report that financing their education was a major concern.

All the figures on women and student aid are not in yet; however, it appears that women sometimes receive less financial aid because student aid programs have been designed with the traditional student in mind, and women are more likely than men to be nontraditional students. Women students are more likely to attend part time, be self-supporting, and have to postpone or interrupt their educations. In some cases, because of women's lower incomes and higher child-care expenses, their resources are fewer and their costs greater than men's.

Many women who might qualify for student aid never apply because they don't realize they are eligible for it. Most information about student aid is distributed by and in high schools. Women, who are more likely than men to reenter college after the age of 22, are less likely to have access to information about their college and career options.

Single mothers and displaced homemakers have reported the lack of information about educational services and student aid programs has been a major obstacle to their exploration of educational opportunities.

Overall, the student aid situation for women is mixed. On the one hand, more women than men receive student aid. But on the other hand, women students' awards are often smaller. Among self-supporting students at public colleges in 1981-82, women students received smaller grants than men and had a smaller proportion of their college costs covered by grants.

Women appear to receive less aid through loans than men at both private and public colleges. Low-income women are less likely than low-income men to receive guaranteed student loans. Women graduate students receive less student aid than men do, and have a greater reliance on self-support. Further, women in graduate school are more likely to hold teaching assistantships rather than research assistantships that provide greater opportunities for professional advancement.

Women are more likely than men to be part-time students, who are excluded from receiving certain types of aid and are sometimes charged higher rates of tuition and minimum per semester fees.

Perhaps the greatest problem for women reentering college is covering child-care costs. Current Federal aid policies and regulations allow campus aid officers to ignore child care costs in calculating student needs, a factor that affects primarily women.

Women students, especially those who are older than the typical 18- to 22-year-old student, report that child care is vital to both their education and to their employment.

Low-income women have the most difficult time meeting child care costs.

Only 2 percent of women receiving assistance through the Aid to Families with Dependent Children [AFDC] Program were in school in 1983. These women are often penalized financially if they enroll in college, because student financial aid is frequently counted as income and may make them ineligible for continued subsistence income, medical, and nutritional assistance. Conflicting provisions, regulations, and interpretations of Federal student aid and AFDC laws make college attendance almost impossible for these low-income women. This is counterproductive in the long run, since higher education is generally the most dependable road to economic security and financial independence.

As previously mentioned, it is unlikely that student aid policies were intended to discriminate against women students. But during this reauthorization process, AAUW urges your review of the policies and hopes that members concerned as we are with educational equality will take this opportunity to establish policies and programs that will meet the needs of women students.

Thank you.

Mr. Ford. Thank you.

[The prepared statement of Kristin Stelck follows:]

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even more likely to have low incomes and need financial help to continue their educations.

Similarly, women are more likely than men to be part-time students. Among undergraduates, women and men are about equally likely to attend part-time, but women graduate students are more likely to attend part-time.

Women are not represented equally with men in different fields of study and types of postsecondary institutions. Women students are less likely to attend graduate school, and more likely to attend community colleges and vocational training programs.

Why should women care about financial aid? Women should care about student financial aid because it can mean the difference between getting a college education and not getting one—and a college education can mean the difference between getting a good job, just getting by, and being poor. The degree to which student aid programs are responsive to the particular needs of women students can directly affect their and their families' future security. During the 1970's, women who had four years of college education earned 25 percent more than women with high school diplomas. A woman college graduate earns over $200,000 over her lifetime than a woman without a college degree.

More women than men report that financial aid is important in making college choices. In 1984, 22 percent of freshman women, compared to 18 percent of freshman men, reported that the availability of student financial aid was a major reason for their attending a particular college. Sixteen percent of freshman women, compared to 12 percent of freshman men, indicated that financing their college educations was of major concern.

All of the figures on women and student financial aid are not yet in. However, it appears that women sometimes receive less financial aid because student aid programs have been designed with "Traditional" students in mind, and women are more likely than men to be "nontraditional" students. Women students are more likely to attend part-time, to be self-supporting, and to have postponed or interrupted their educations. In some cases, because of women's lower incomes and higher childcare expenses, their resources are fewer and their costs greater than men's.

Many women who might qualify for student aid never apply because they do not realize that they are eligible for it. Most information about student aid is distributed by and in high schools. Women, who are more likely than men to re-enter college after the age of 22, are less likely to have access to information about their college and career options. Single mothers and displaced homemakers have reported that the lack of information about educational services and student aid programs has been a major obstacle to their exploration of educational opportunities.

Overall, the student aid situation for women is mixed. On the one hand, more women than men receive student aid. On the other hand, women students' awards are often smaller. Among self-supporting students at public colleges in 1981-82, women students received smaller grants than men students and had a smaller proportion of their college costs covered by grants.

Women receive less aid through loans than men at both private and public colleges. In 1981-82, for example, loans covered an average of 18 percent of women students' costs, but 21 percent of comparable men students' costs, at public institutions.

Low income women are less likely than low income men to receive guaranteed student loans. Four percent of low income women, compared to 10 percent of low income men, received Guaranteed Student Loans in 1980-81.

Women graduate students receive less student aid than do men, and have a greater reliance on self-support. Further, women in graduate school are more likely to hold teaching assistantships rather than the research assistantships that provide greater opportunities for professional advancement.

Women are more likely than men to be part-time students, who are excluded from receiving certain types of aid and are sometimes charged higher rates of tuition and minimum per-semester fees.

Perhaps the biggest problem for women re-entering college is covering their childcare costs. Current federal student aid regulations allow campus student aid officers to ignore childcare costs in calculating student need—a factor that affects primarily women.

Women students, especially those who are older than the typical 18- to 22-year-old student, report that child care is vital to both their education and their employment.

Low income women have the most difficulty meeting child care costs. close to half of the college administrators surveyed in a 1984 study said that locating and paying for adequate child care was a "serious" to "very serious" problem for very low income students.

Only 2 percent of the women receiving assistance through the Aid to Families with Dependent Children (AFDC) program were in school in 1983. These women are often penalized financially if the enroll in college, because student financial aid is frequently counted as "income" and may make them ineligible for continued subsistence income, medical, and nutritional assistance. Conflicting provisions, regulations, and interpretations of Federal student aid and AFDC Laws make college attendance almost impossible for these low income women. This is counter-productive in the long run, since higher education is generally the most dependable road to economic security and financial independence.

As previously mentioned, it is unlikely that student aid policies were intended to discriminate against women students. During this reauthorization process, AAUW urges your review of policies and hopes that members concerned, as we are with educational equity will take this opportunity to establish policies and programs that will meet the needs of women students.

Thank you.

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public colleges and 82 percent of those planning to attend four-year private colleges reported needing student aid.

More women than men report that financial aid is important in making college choices. In 1984, 22 percent of freshman women, compared to 18 percent of freshman men, reported that the availability of student financial aid was a major reason for their attending a particular college. Sixteen percent of freshmen women, compared to 12 percent of freshman men, indicated that financing their college educations was of major concern (see Chart 6).

Do Women Get Their Fair Share of Student Financial Aid?

All of the figures on women and student financial aid are not yet in. However, it appears that women sometimes receive less financial aid because student aid programs have been designed with "traditional" students in mind, and women are more likely than men to be "nontraditional" students. As we have seen, women students are more likely to attend part-time, to be self-supporting, and to have postponed or interrupted their educations. In some cases, because of women's lower incomes and higher child care expenses, their resources are fewer and their costs greater than men's.

Many women who might qualify for student aid never apply because they do not realize that they are eligible for it. Most information about student aid is distributed by and in high schools. Women, who are more likely than men to re-enter college after the age of 22, are less likely to have access to information about their college and career options. Single mothers and displaced homemakers have reported that the lack of information about educational services and student aid programs has been a major obstacle to their exploration of educational opportunities.

Overall, the student aid situation for women is mixed. **On the one hand, more women than men receive student aid** (see Chart 7). **On the other hand, women students' awards are often smaller.** Among self-supporting students at public colleges in 1981-82, women students received smaller grants than men students and had a smaller proportion of their college costs covered by grants (see Chart 8).

Women receive less aid through loans than men at both private and public colleges. In 1981-82, for example, loans covered an average of 18 percent of women students' costs, but 21 percent of comparable men students' costs, at public institutions.

Low-income women are less likely than low-income men to receive Guaranteed Student Loans. Four percent of low-income women, compared to 10 percent of low-income men, received Guaranteed Student Loans in 1980-81.

Chart 7
Student Aid Recipients, 1981-82

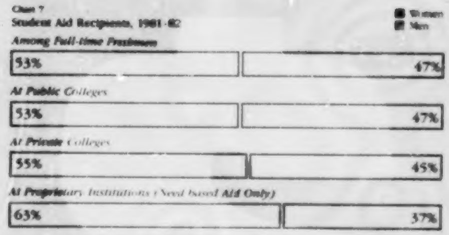
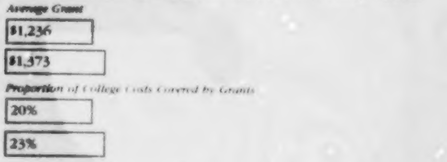


Chart 8
Grants and Self-supporting Students' Costs Covered at Public Colleges, **1981-82**



Women graduate students receive less student aid than do men, and have a greater reliance on self-support. Further, women in graduate school are more likely to hold teaching assistantships rather than the research assistantships that provide greater opportunities for professional advancement.

Women are more likely than men to be part-time students, who are excluded from receiving certain types of aid and are sometimes charged higher rates of tuition and minimum per semester fees. Eligibility for Pell Grants, Guaranteed Student Loans, and National Direct Student Loans is restricted to students attending at least half-time (six credit hours), and institutions may use only 10 percent of their allocations for the College Work-Study and Supplemental Educational Opportunity Grant programs for aid to less-than-half-time students.

Perhaps the biggest problem for women re-entering college is covering their child care costs. Current federal student aid regulations allow campus student aid officers to ignore child care costs in calculating student need — a factor that affects primarily women. Yet the few additional aid dollars that would allow these women to pursue their educations would pay for themselves very quickly in increased tax revenues. A woman college graduate earns over $250,000 more over her lifetime than a woman with simply a high school diploma.

Mary, a recently divorced mother of three, plans to enroll in a hotel management program at the college in her hometown. She now earns $9,800 as a secretary and needs a college degree so that she can improve her job prospects and earn more money. Her college expenses will include child care costs for her three young children.

Women students, especially those who are older than the typical 18- to 22-year-old student, report that child care is vital to both their education and their employment. In a 1976 study, two-thirds of the women students at an urban university who had re-entered college reported that they had children at home. A study at the University of Michigan

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found that over one fifth of its women students would seek more employment or education if child care were available.

Low-income women have the most difficulty meeting child care costs. Close to half of the college administrators surveyed in a 1984 study said that locating and paying for adequate child care was a "serious" to "very serious" problem for very low-income students.

Beth, a single parent, became pregnant in her junior year in high school and dropped out when her baby was born. Now, three years later, she has earned her General Equivalency Diploma and wants to take specialized courses at the local community college so that she can get a job and get off of AFDC (Aid to Families with Dependent Children).

Only 2 percent of the women receiving assistance through the Aid to Families with Dependent Children (AFDC) program were in school in 1983. These women are often penalized financially if they enroll in college, because student financial aid is frequently counted as "income" and may make them ineligible for continued subsistence income, medical, and nutritional assistance. **Conflicting provisions, regulations, and interpretations of federal student aid and AFDC laws make college attendance almost impossible for these low-income women.** This is counterproductive in the long run, since higher education is generally the most dependable road to economic security and financial independence.

Conclusion

This policy brief is intended to act as a catalyst for debate on equity in student aid. Although it is unlikely that certain student aid policies were intended to discriminate against women, it appears that those who formulated them did not take into account women's socioeconomic circumstances and enrollment patterns.

As we have seen above, student aid policies that respond to the needs of women students are imperative to increase their participation in American higher education and to enhance their presence in American society. During the 99th Congress, current federal student financial aid programs will be reviewed and debated in the process of the reauthorization of the Higher Education Act of 1965. Members of Congress concerned with educational equity can take this opportunity to establish student financial aid policies and programs that will meet the needs of women students.

Federal Student Aid Programs

Federal student aid programs help students meet their college costs through direct grants, subsidized loans, and work-study programs.

- The *Pell Grant* program, the largest educational grant program in the United States, awards grants to undergraduate students based on their financial need.
- The *State Student Incentive Grant* program is administered by the states and is aimed at undergraduate students with substantial financial need.
- The *Guaranteed Student Loan* program provides long-term, low-cost loans to both undergraduate and graduate students.
- The *College Work-Study* (CWS) program, the *National Direct Student Loan* (NDSL) program, and the *Supplemental Educational Opportunity Grant* (SEOG) program are administered at the campus level. The CWS and NDSL programs are available to graduate as well as undergraduate students. Institutions may use 10 percent of their allocations for the CWS and SEOG programs for aid to students who attend less than half-time (six credit hours).

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Mr. **Ford**. In your testimony, Ms. Stelck, I think you said that fewer women than men received grant aid. I don't know exactly how you put that. Does that mean in proportion to their numbers, or just fewer?

Ms. **Stelck**. Let me find that in my testimony.

The information that we are using here is based on surveys of student aid recipients in 1981 and 1982. I think that survey was originally commissioned by the National Commission and sponsored, in part, with the State and public institutions.

I think my statement was that women at that particular time received less aid through loans than men at both private and public colleges. In 1981 and 1982, for example, loans covered an average of 18 percent of women's costs but 21 percent of men's costs at public institutions.

Does that address your question?

Mr. **Ford**. Well, in the policy brief that you submitted, and it has been inserted in the record as a part of your prepared testimony, you have a chart showing student aid recipients, 1981 and 1982, and then you go down to grants average. You show an average grant for women of $1,236 and $1,373 for men.

Ms. **Stelck**. Yes; At public colleges in 1981 and 1982.

Mr. **Ford**. Did anybody reach any conclusions about how that happened?

Ms. **Stelck**. Well, as I said before, I think people are continuing to research this problem. There is some speculation that women are centralized in lower cost institutions; in 2-year institutions, for example. That is one concern.

Mr. **Ford**. Well, the committee is very concerned about the obvious inequities in the principal grant program, the Pell Program, and we have spent some time in earlier hearings on that. There is a desire, if we can find money someplace, to increase them.

But I would like to know if you could help us in researching—that is one characteristic of the grants that has not been raised before. There has been a lot of discussion about the arbitrary breakoff lines of income levels. But what is the characteristic of the women student population vis-a-vis the men that produces this result from which you draw a conclusion in your brief that it is because they are women? What is it in the characteristics of eligibility and award amounts in the program that produces that kind of apparent disparity with women?

Ms. **Stelck**. I wish I had all the answers to those questions. We are continuing to research those issues.

Mr. **Ford**. Would you go behind the chart that you have submitted to us and try to find out why the chart shows this? See, for the purposes of your argument you say that the characteristic that makes them different is being women. What is it in the way in which we deal with the grant program that has this discriminatory effect with respect to women? Is there something in the difference in the mix of male and female students that is overlooked in the fine-tuning that has been over the years on the Pell Grant Program that could be corrected so that this disparity for whatever reason ceases and we continue to talk about people on the basis of income and other characteristics and not find this result?

Ms. STELCK. I would say that we stand ready to work with you on that in finding the answers to that. I think one of the answers that has been proposed at this point, and I think I should emphasize again that this research is very new. That the whole area of looking into women and student aid is a very new area, and that research has just begun.

Mr. FORD. But there is an apparent contradiction in your own testimony with your statistics in which you say that twice as many female students as male students will be found in the low-income groups. The principal grant program is targeted toward low income, so it should produce, theoretically, exactly the opposite result. It should produce more money for women than for men if there are more women in that group.

Ms. STELCK. But if women are centralized in 2-year, low-cost institutions and there is a half-cost cap on the total amount of money that women can receive in lower cost institutions, that may suggest that women are just receiving less money because they are centralized——

Mr. FORD. That would explain the difference for all kinds of students, male and female. But then you have an additional figure, proportion of college costs covered by grants, 20 percent for women and 23 percent for men. Now, that is a narrower differential than you had in the size of the grant. What you have said just now would explain the size of the grant differential. If you had a higher proportion of them in the lower cost institution, the grant would be on the basis of cost. But it doesn't explain the proportional nonalignment.

Ms. STELCK. I can just say that we agree, and I don't have all of the answers for you right now.

Mr. FORD. Well, maybe you can help us find them. Because if there is something that can be done to correct it, it is obviously not what was intended.

Ms. STELCK. I think so. I agree, and we stand ready to help you and assist in that.

Mr. FORD. Linda.

Ms. TARR-WHELAN. I certainly don't have better data than what the AAUW has presented, but one of the areas we are concerned about that we would draw to your attention in this regard is the part-time question and the large number of institutions that do not or cannot provide assistance to the same level if they are part-time students, which I think also may deal with the statistics in part, in addition to the point which you made about the students being in lower cost, 2-year colleges to a greater proportion.

Mr. FORD. Do you have anything else, Pat?

Before we go on, I would like to acknowledge some special visitors that we have this morning. We have a number of members of the Philippine National Assembly who are attending the hearing. There are four from the Marcos party, four from the opposition, one mediatory, and one independent. A well balanced delegation. [Laughter.]

But we would like to acknowledge your presence and welcome you to our hearing. It is a particularly appropriate morning to visit with us since we have all these high-powered women asserting their rights here this morning.

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Mr. GOODLING. I have no other questions, Mr. Chairman.

Mr. FORD. I would like to observe, Mr. Goodling, that this committee spent about 3 days with the Secretary of Education and his people in Japan about 5 years ago. And one of the things that a female member of the committee picked up rather quickly, when we looked at the national statistics, was that 5 years ago the numbers that you just gave us, the percentages existed. This came to light in our discussion when they were, literally, boasting about how during the period of modernization, which is their euphemism for the period since the war, they had recognized the need to educate women because women were not permitted to go on to school beyond the very lowest level historically.

When the question was asked, well, why is it that all the women are in community colleges, he answered—it was really very practical—that women are particularly good teachers of small children, and teachers of small children do not need as much education as teachers of more mature children; and, therefore, we send our women to community colleges to be the teachers of small children. After all, it wouldn't be appropriate for men to teach small children.

That didn't go over real well with the women who were in attendance, but it shows you that they have got a real problem. They have all the terminology. That have a community college system that looks like ours until you start looking at it. And they have tried to do everything possible to make it an identical copy of what somebody tells them American education is, and that bumps right up against thousands of years of cultural problems and becomes a cropper by our standards.

If a Secretary of Education in this country had said what that gentleman said there, you know that it would make Bennett look like a moderate, thoughtful person.

Mr. GOODLING. They have made some progress. I noticed there was a first-grade male teacher.

Mr. FORD. First-grade male teacher.

Ms. ALGER. If I may comment, as someone who has trained both teachers for preschool programs and teachers for elementary school, I find it more difficult to train the teachers of very young children and, as a matter of fact, it is more difficult to retrain teachers who are used to working with older children and have them work successfully with young children, too.

Mr. FORD. Well, I suspect that the advisers they had who told them that that is the way we do it in America were telling them about what some people refer to as the good old days in education in America. Because as an attorney for a teachers organization, some locals, and also an attorney for some school boards, I recall that in questions of tenure, for example, it was a common attitude in the fifties when I was doing that, to believe that you held the teacher of small children to a different standard than a high school teacher. Because it really didn't matter what a teacher of small children did as long as she was present in the classroom and maintained discipline.

Now, we think we have put that behind us in the last 30 years. They are just catching up to where we were 30 years ago, and perhaps people who were there during the occupation gave them a picture of what America was at that time and it is frozen in their minds.

Mr. Hayes.

Mr. HAYES. Mr. Chairman, I just want to maybe make a general kind of a comment. In it, it might require some response from the witnesses. I think we have benefited from excellent and well-prepared testimony, all of which adds up to support for the continuation and the restoration of the kind of programs that have emanated from the Federal Government. The main focus, as I understood it, being on the women and their efforts to achieve and acquire higher education.

But my main thing I guess, the point I want to make is that in order to do what you have suggested in each of your statements will require almost a 180-degree turn on the part of some of the people who are part of this administration and part of the legislative body of our Government, and to redirect their priorities in the direction which you suggest. I am all for it and very supportive of it.

I am particularly concerned about what you said about the decline in enrollment of blacks and other minorities in institutions of higher learning. Ms. Whelan, I think you mentioned that. The obvious question is why is there such a decline? Part of it is because of lack of funds, lack of money, lack of support for their children while they attend school, and inability to get student loans and this kind of thing.

There is an increase in the dropout rate, even at the elementary school levels, which indicates for the future the problem is going to increase rather than decrease. Even at Head Start, when we look at some of the proposals in that program as we make efforts to reduce this huge Federal deficit of $200 billion a year plus. Some of the efforts to recoup money is at the expense of these kinds of programs.

You mentioned there has been an increase in the number of nontraditional students, that diverse group of people I guess, beyond the age of 30 or somewhere thereabouts who are going to school. On the other hand, I have also been noticing with interest the decline in the number of teachers. The teaching profession is not very attractive now, most of which is because of the salary level. And I see where your institution at its convention just last week directed its attention towards the efforts to institute some kind of a testing program to, I guess, produce teachers who are better prepared to enter the profession. But that alone is not going to solve the problem, as you well know.

I think many of these mothers maybe want to become teachers and want to prepare themselves to become teachers, but it is going to require Federal help in order to do it.

I want to wind up by saying I don't think, while your approach seems to be that of trying to teach us, at least, here in Congress, of what the magnitude of the problem is, I don't think it is a lack of understanding. My own personal opinion is I think this is by design, particularly when it comes to the disadvantaged segments of our society. I don't think they intend to prepare them to fit into the society of the future.

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for them. They may feel that, since this is not for them, why should they be repaying the loans they took out to do it. The grants might give people an opportunity to see whether or not they really want to incur that indebtedness because they think that the education is so important; and also, maybe if they do get in there, they will get hooked and decide it really is.

Do you find any of that kind of thinking in the more nontraditional type of students?

Ms. TARR-WHELAN. Well, the data that we looked at shows an awful lot of students who start full time and then go part time for a long time, or drop out and then come back. I haven't looked at that against default rates, and I am not sure whether we are talking about the same body of students or really a different body of students.

But one of our concerns in looking at this is how you define an independent student because a lot of the folks that we are talking about that are somewhat cut out of access to the student grants and loans are students who think of themselves as independent, who are no longer carried on their parents income tax in a dependent status, but for one reason or another don't fit into the criteria now. So I think that one of the things—and particularly the young mother who is going back to school.

That is one of the areas I would think needs to be tied into this particular construction. It is not just the question of whether default rate is among the students who are only in there for a year, but whether we have opened that gate far enough to allow the kinds of students that we are talking about in our testimony to participate.

Mr. MCKERNAN. Fine. Go ahead.

Ms. ALGER. We have mentioned that child care is of serious concern for women students, and this is one thing that often isn't covered in the traditional course. My assumption is that this would be direct support as child-care services, and this would not increase the indebtedness of women students. Is that right?

Mr. MCKERNAN. I think that is.

Ms. ALGER. It is important. We were talking to a woman in Idaho who runs a research and referral program. She was talking about women making $10,000 with three children and incurring $3,000 just for child-care costs. And if they could provide it directly, in addition to being able to buy better child care, she wouldn't have the indebtedness of those child care costs later on, so it accomplishes two goals.

Mr. MCKERNAN. Finally, let me ask you another question. It is moving away from the last comment, but I am very concerned that, even in the reauthorization, we are not going to have the dollars needed to fund these programs at the level we would all like to fund them at. I think that that is a given. We can debate how short we are going to end up being but, in fact, we are going to be short. That is not to say there won't be more money than there is this year, but this year we are short as well.

Assuming that we do have limited resources, is it more important to provide a lower interest rate for those students after they graduate, after a 6-month or 9-month period, to continue to subsidize the interest rate, or would it be better to have more loans available from the dollars that are available from the Government by not subsidizing interest rates afterwards, so that people would gradually start to pay the unsubsidized rate? For instance, if they are getting a 3- or 4-percent subsidy when they get out of school, when they start paying we might say we would subsidize it at 4 percent the first year, 3 percent, 2, 1, so that after 5 years out the people would be paying a higher interest rate than they pay when they first get out of school.

It is my understanding that 85 percent of the cost of the Guaranteed Student Loan Program is in the outyears, servicing the debt. If we could somehow cut down on that cost, that, in turn, would free up more money for people to get the subsidized loan during their school years.

Is that the kind of policy that you would support, or do you think that it is important to maintain that subsidy in the outyears while people are working, even if it means giving fewer loans when people are in school?

Ms. **TARR-WHELAN**. Part of my concern is I think a lack of trust. That if there was a decrease in the amount of subsidy in the outyears that that would be turned into more loans for more students as opposed to lower costs for the College Financial Assistance Program. If there was a way to draft it so that what you suggest is what happens, I think it may be one of the tradeoffs we have to look at in the kind of economic times we are in. Because I think we need both more loans and we need subsidy, certainly, if you are going to teach in the United States with an average starting salary of $13,000 a year. You can't pay a very high loan rate.

In fact, my current secretary was a high school teacher in Culpeper, VA, who came to work as a secretary to pay off her college loans because she couldn't pay them off on a teacher's salary.

So that certainly the subsidy is critically important, but more loans are also important. I think we have to look at all those tradeoffs.

Ms. **BLANK**. Could I speak just to the resource issue and not to this issue? I think that children need to be someone's pet project. I can't help but—and maybe it is out of turn—refer to the article in yesterday's paper on the supplemental appropriation where there were many millions of dollars being added for many projects, and the amount for child care in this bill—the authorization level, not the appropriation level—is $15 million. I think if we examined every amount we added to bills in conference or to appropriations bills on the floor we could well afford to make the investment in something that we know pays off.

Ms. **STELCK**. I think women certainly need subsidized loans, and it is also clear that women, when they are going on to school, they are not getting jobs immediately. And when they do get jobs there is a turnover rate, too. So we are talking about people who get out of school; start paying their loans off; may find a job, may not; are still making 60 cents to the dollar that men are, so they are making less to pay back their loans; and then may change their job. And we are finding that true of men and women in these economic times. Lots of people changing jobs. Lots of people moving around.

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Mr. **Perkins**. Both?

Ms. **Blank**. Both, yes. I would like to just share one statistic with you that I think supports the self-supporting statistic in AAUW's testimony. It was a survey of community college enrollment in the spring of 1984 in California, and that survey found that four out of every five students work; three out of every five are self-supporting; and then 1 out of every 10 self-supporting students is on public assistance. I grant that it is only one community college system, but I think it reaffirms the fact that a large portion of students in community colleges are independent and self-supporting.

Mr. **Perkins**. Thank you. That is all, Mr. Chairman.

Mr. **Ford**. Mr. Bruce.

Mr. **Bruce**. No questions.

Mr. **Ford**. Mr. Penny.

Mr. **Penny**. No questions.

Mr. **Ford**. To take up where Mr. Perkins left off, the committee has spent a lot of time on independent students, precipitated in part by the administration's proposal in its budget of an arbitrary 22-year age requirement. The response that has come from a number of organizations, ACE, as an umbrella over most of the major higher education groups, and NASFAA representing the student aid officers, is a proposal that I would ask four of your groups to look at and see what you think of it.

It says that you apply the present test of being claimed on the income tax return for people over the age of 22, and under the age of 22 you presume that the student is dependent unless they are the parent of a dependent child. And there are some other circumstances delineated, but that is one specific category.

I would appreciate it very much if you would look that proposal over and see how you feel because very clearly it has been highlighted as one of the very difficult issues we are going to have to deal with in the reauthorization is how to define an "independent student."

There is abroad in the land a misconception, in my opinion, but I am sure that most of the Members of Congress don't share my view of it, that large numbers of people declare themselves to be independent when indeed they are not so they can rip off the system. And our job is not just to attack the real substantive problems out there, but the perception of problems which goes to the support for money for these programs. We would like you to look at that.

Ms. **Tarr-Whelan**. Mr. Chairman.

Mr. **Ford**. Yes.

Ms. **Tarr-Whelan**. Our organization strongly supports that definition and has joined in with those submissions.

Mr. **Ford**. On ACE?

Ms. **Tarr-Whelan**. Yes, sir.

Mr. **Ford**. Ms. Blank, very early in your prepared testimony you start to identify the main emphasis of problems as you see them. On the very first page, in talking for H.R. 2111, you say that it addresses two important child-care issues. First, the lack of child support for mothers enrolled in institutions of higher learning. What happens to your position if we changed the word "mother" to "parent"?

Ms. **Blank**. It should be parents. What we tend to do is we focus on mothers because we find that single heads of household who have this problem are more likely to be women. But it is parents. It is obviously parents.

Mr. **Ford**. You see that language is more likely to come from this all-male committee than from you, and it would be considered a paternalistic, sexist sort of an approach.

What percentage of the single-parent students are male?

Ms. **Blank**. I don't know.

Do any of you know?

I don't know. But I do apologize because one of the things we are very concerned about is that many States again to cut corners have cut child-care support for very low-income, two-parent families who happen to be working.

Mr. **Ford**. Let me tell you what kind of problem you are setting up for us and for yourself. I was here when we wrote title IX, and there was a strong attempt to exclude athletics from any coverage by title IX. And the reason for that most frequently given was what you just said. Well, how many women participated in these athletic activities we don't know, but it isn't very many, so it is not a problem.

This committee chose to ignore that and we got ourselves into several years of very severe difficulties and went through several Secretaries of HEW trying to find the magic formula for athletics. And we could have just eliminated all of that if Mr. O'Hara, who was then chairman, was the kind of male chauvinist pig that his district thought he was. He said:

> We don't care how many; if there are any, they have to be treated the same, and athletics is not going to escape because it has been traditionally a male activity at colleges.

I wouldn't want to see us now go back on that and get in the trap that the only kind of single parent we are concerned about is a mother because that doesn't do us any good in the discourse that will come out of this.

Ms. **Blank**. We would never want you to do that. And we tend to speak of single parents as mothers because they frequently are, but we would definitely want this to say parents.

Mr. **Ford**. One final question to all four of you. It occurs to me as I look at the lineup that there are 32 members of the Education and Labor Committee. There are fewer women on the committee than ever in the 21 years I have been on it. This committee, over the 21 years I have been on it, has probably dealt directly with more issues involving women and children than any other single committee in the House. We have one woman on the committee now, and she is also on this subcommittee. Some of the real movers and shakers in the sixties and into the seventies were the women on our committee.

Why don't women coming to Congress now, or who have been here, seek to serve on the committee that deals so frequently with the very practical and pragmatic issues that are of importance to women? Why are committees like Armed Services, Foreign Affairs, and Banking, and other things so much more attractive?

And then I will give you one more dimension to it. I am also the chairman of the Post Office and Civil Service Committee, and we always have more women trying to get on that committee than we can accommodate. In the last Congress it was the only committee ever in the history of the Congress that had three female subcommittee chairmen. It has two in this Congress, and looks like it will continue apace with that, and they are very strong advocates of women's rights with respect to female employees of the Federal Government wherever they might be found. They fight the battle constantly. But none of them have expressed any interest in coming here.

Now, Mrs. Burton was on the committee and was taken away from us by the Rules Committee. But here we are reauthorizing higher education in this Congress and in the next Congress we have to reauthorize all of the rest of the education programs in elementary, secondary, vocational education, and we will have only one woman veteran on the committee for both of these processes.

Somehow you have to get as visible as other special interests who push very hard on Members of Congress to select where their legislative career is going to be, so that we get the benefit of somebody who can argue these cases with more credibility than we, individually, have.

Ms. BLANK. We have to also trust that you can argue these cases as parents and members of society, and that these aren't just traditionally women's issues but they are issues that affect all of us. So we have to put ourselves in your hands I guess.

Mr. FORD. Well, it is pretty hard for me to tell a committee of 23 members with 1 woman on it that we have to put right up on the front burner the women's issues because the Members of Congress who are women aren't so deeply concerned about it that they don't bother.

Ms. TARR-WHELAN. I think, Mr. Ford, I have probably a three-part answer. One is that I share your concern, and I also Ms. Blank's feeling that perhaps many of the women in Congress feel that this committee has an enviable record on being concerned about women's and children's issues.

The three-part answer really is, first of all, I do believe that in many of the committees that women in Congress are currently sitting on it was extraordinarily rare in the past for them to sit on them, if not unknown, whether it be Ways and Means, Rules, Budget, Armed Services, and so forth. There are very few women in Congress. I would like to—my second point is—see a whole lot more women in Congress; 21 of them is not very much. And last, I think that there is a real concern by a number of women going for reelection that their constituency as a whole in their district is very concerned that they are involved in what is still perceived to be the "nuts and bolts" issues as opposed to "family" issues. I happen to think that is wrong in terms of the way the perception is, but I do think it makes a very real concern.

I sit on the board of the Women's Campaign Fund, and one of the concerns of women in getting reelected who have been elected to Congress is that they are seen by their district in a wider view. I think that the opposite side of that is that in virtually every district the majority of voters is actually women, whether it is a man in Congress or a woman in Congress. So that these are, indeed, important issues and I would like to see women more represented on this committee.

Ms. **Stelck**. We would also like to see more women represented on this committee, but we would also like to see more women in Congress in general. I don't think there is enough to go around right now.

I don't think I can add much more to what Linda said. I think she said it very well. But I guess it is just incumbent on members of this committee to continue to ask those kinds of questions.

Mr. **Ford**. Well, several of you have mentioned the changes that were made. You mentioned specifically title XX got chopped badly in the 1981 budget, Gramm-Latta. That was the President's budget. And in 1984, the women lined up in extraordinary numbers and voted to reaffirm those policies.

We have to look at the reality of the fact that they rejected our alternatives and rejected a candidate who not only had an impeccable record, including on the Senate side on title IX, and then did the unprecedented thing of selecting a woman as a running mate. The postelection statistics show us that women voted more overwhelmingly against us this time than they ever have in previous elections. Since the New Deal women have voted overwhelmingly for our candidates. This is a reversal of it for the first time.

So something is missing here in trying to tell the Members of Congress that there are a whole lot of people out there, more than half the population, really concerned about these issues. And as Linda I am sure didn't intend, she suggests that advocating these issues isn't going to get you reelected. That is not a good thing to tell nervous, young Members.

Ms. **Tarr-Whelan**. Well, I certainly didn't mean to say that because I don't believe that is true. I believe the Congress has a very different record than the administration on education issues, for example, whether it be for women or across the board, and that the same statistics of the 1984 election show that supporters of education came back to Congress in very high numbers.

I think we were dealing with several other phenomena. I hate to take the time of the committee on a philosophical discussion, but I do believe that the Congress' record is different from the administration's record on the kinds of issues that we are discussing today, and certainly issues that are within the purview of this particular committee and that standing on those issues is, in fact, a very good way to approach the public and the constituency back home.

Ms. **Alger**. I think also that the Head Start Program has had strong political support and that the supporters of Head Start have been returned to Congress.

Mr. **Ford**. Well, the strongest supporter of title IX on this committee was claimed by Jerry Falwell as his first successful defeat in his primary in the State of Alabama where they spread widely upon the record his overwhelming liberal tendencies in protecting the rights of women. And Falwell claimed John Buchanan as his first scalp in that primary election. We still miss John. Not a liberal by our standards at all. But because he got so far out on the limb fighting the battle of title IX and women's equity issues that didn't float in Birmingham, AL, and they capitalized on that to his detriment.

That is a lesson to another person coming along in his place to be careful. We haven't yet reached the stage that these things that you are saying here communicate very broadly beyond the confines of this room.

Ms. **Blank**. There was an interesting poll that said that, I think it was 59 percent of the people—I can't remember the exact figures—favored an increase in social spending and less than 30 percent favored an increase in defense spending. That was a poll of a few weeks ago. Maybe there is a change.

Ms. **Stelck**. I think it is important, too, particularly in the position that I presented here, is that we are not asking for this committee or the American public to give women special treatment; we are just asking for this committee to look at policies which may present barriers to women. I think that is what is important. I don't think anybody here is advocating special or different or better treatment to nontraditional students, but just equal treatment of nontraditional students. I think that is a position that the American public generally, and I think overwhelmingly, would support, and that is one that we would like to advocate.

Mr. **Ford**. Thank you very much for your assistance to the committee, and for your time this morning.

Now, Mr. Dymally and Floretta McKenzie. Is Floretta here yet? Oh, yes, I see her now. Floretta McKenzie, superintendent of schools of the District of Columbia.

Mr. **Dymally**. Mr. Chairman, thank you. If you don't mind, I would like Dr. McKenzie to lead off.

Mr. **Ford**. That is a pleasure. She is an old friend of this committee, and a very highly respected professional educator.

Mr. **Dymally**. Mr. Chairman, I have the privilege of working with Dr. McKenzie as chairman of the Subcommittee on Education of the District of Columbia, and I am very pleased that she has come to support this piece of legislation.

Dr. McKenzie.

STATEMENT OF FLORETTA D. McKENZIE, PH.D., SUPERINTENDENT OF SCHOOLS, DISTRICT OF COLUMBIA

Ms. **McKenzie**. Thank you very much, Congressman Dymally.

Mr. Chairman and members of the Subcommittee on Postsecondary Education, I appreciate the opportunity to appear today to speak in behalf of the bill entitled "The University-High School Partnership Bill." I believe it is a special and unique approach to address the needs of nontraditional students.

It is a privilege for me to give testimony, not only as an advocate of this bill, but as a witness to the success of partnerships, as a witness to the importance of partnerships for quality education in this country, and as a witness to the implications that these programs have for the economic well-being of communities that participate, but most of all I speak as a witness to the significant difference that these partnerships have made to the young people of the District of Columbia.

The District school system has initiated public-private partnership programs, and we believe that some of our programs can be a demonstration for the need for swift passage of a university-high school partnership bill. Partnerships between the business sector, universities, colleges, and schools are in their developmental stages and they need support. And it seems as if, while much is being written about the business school partnerships, not as much is being said about partnerships between the universities and schools, and at that juncture there seems to be much that needs to be done to effect the transition from secondary school to postsecondary school.

In an effort to improve the secondary programs in the District we are trying to provide a more reality-based education program for our students, and it seems as if secondary, or particularly urban secondary, schools are usually described in terms of high dropout rates, low retention factors, teenage pregnancy, and other negative terms. But we are seeking definitely through partnerships and other creative relationships with the community as a whole to turn this around. I frequently remind our teachers and principals that while doctors can bury their mistakes, ours live on to haunt us through, not altogether the cost of schools, but crime in the streets, overcrowded prisons and high percentages of unemployed persons. And so it is really in our best interests to develop partnerships trying to enhance our school programs to make for an educated populace.

I am proud to report that our initial efforts in public-private partnerships have been successful. Over the last 4 years we have piloted about five career focus high school programs, and each program is industry specific in growth areas of the economy: Business and finance, health, hospitality, communications, and preengineering. And for each one of these programs, we develop a private sector advisory committee composed of high level executives and administrators from the business sector, and also from universities.

The committee works with the local school educators to design and deliver curriculum that focuses on a given career area. And by doing such we try to provide a connection between the abstract nature of subject matter and the reality of the work world. A significantly high percentage of our students come from poor homes and they find that the relationship between a private sector, through the monitoring, through the development of curriculum, through providing staff development opportunities for our teachers and principals, that this actual work experience from the industry and in cooperation with our local universities provide a much more substantial base for changing the way that our students look at themselves, and encourages them to be better prepared for entry level jobs and also to go on to postsecondary education.

Our programs, I think that public-private programs with universities and businesses can be designed to be mutually beneficial. In the short term, of course, the students benefit from a highly motivating and exciting program that expects its graduates to be able to compete in the marketplace or to continue into postsecondary opportunities. The long-term benefit for the industry is a better prepared employee who understands the world of work, who has a strong work ethic, and acceptable employability skills.

I believe that the foresight of this committee to consider the university-high school partnership bill is timely, if we are to capitalize on the developing partnership movement, which is still new and is moving beyond the adopt-a-school-type programs or the teacher or single school incentive to a much more comprehensively supported public school program that looks beyond the diploma but actually what the student is able to do when that student receives a diploma.

Some of the national organizations are presently trying to do more in school-university partnerships: The council of chief state school officers, and then there is an urban university-school collaboration project. But with the passage of this bill, which would provide development and demonstration funds, we believe that the partnerships would go much further in helping minority and poor youngsters move into the university and see themselves as university graduates.

The university-high school partnership bill can facilitate sustaining the movement and nurturing of the relationship between the schools, colleges and university. I believe it adds a critical component to universities to complete that necessary loop that connects the world of education and work. The linkages of universities, businesses, public schools, Federal, State, and local governments, if this bill passes, will provide a womb-like setting for our young people. In essence, it will create an environment that nurtures the growth of students in these institutions. Student programs will be built on success, rather than a failure syndrome, and we will graduate classes of young people who can cope with the present and deal effectively with the challenges of the future. We will see less hopelessness among our students, and believe that the long-term impact of these partnerships will be a profound response to the equity and excellence issues of education, especially in light of the decline of the number of minority students attending colleges and universities and the persistent high unemployment rate among these students.

In conclusion, Mr. Chairman, partnership programs are about reform in secondary education, giving focus to what we teach, eliminating the sometimes dry subject matter that is sometimes isolated, one from another, but showing that there is a direct relationship between what students learn in school and what they do after school. It is about a better chance about winning not only for this generation and the next, but for this community—that is, the District of Columbia—and for the Nation.

I tried to summarize my testimony. I will be glad to respond to questions at some later point.

Mr. Ford. Thank you.

[The prepared statement of Floretta McKenzie follows:]

Prepared Statement of Dr. Floretta McKenzie, Superintendent, District of Columbia Public Schools

THE UNIVERSITY-HIGH SCHOOL PARTNERSHIP BILL: A SPECIAL AND UNIQUE APPROACH TO ADDRESS THE NEEDS OF NONTRADITIONAL STUDENTS

Mr. Chairman, Honorable and distinguished members of the Subcommittee on Postsecondary Education of the House Committee on Education and Labor, thank you for the opportunity to appear today before this committee.

It is a privilege for me to give testimony, not only as a strong advocate of the University-High School Partnership bill, but as a witness to the success of these partnerships; as a witness to their importance for quality education in this great Nation; as a witness to the implications these programs have for the economic well-being of communities that participate; and most important, I come as a witness to report on the significant differences these partnerships make to prepare our young people to further their education after high school and/or to compete effectively in the labor force.

The District of Columbia public schools have initiated a pilot public private partnership program that may well serve as a demonstration project that documents the need for swift passage of the University-High School Partnership bill.

In an effort to improve secondary education in the District of Columbia public schools, we are trying to provide a more reality based education program for our students. Unfortunately, in the past, secondary education programs throughout this country have reported failures—high drop-out rates; low retention factors; babies having babies and so forth. I frequently remind our teachers and principals—that doctors can hide their mistakes, but we—the educators cannot. Our mistakes come back to haunt us in various forms: crime in the streets; over-crowded prisons; high percentages of unemployed persons due to the absence of marketable skills and training. These problems of academic failure in the high school population, particularly among non-traditional students, have serious implications for the health of our economy and the expectations for quality of life.

I am proud to report our initial efforts in the public private partnership movement have been successful. Over the last four years we have piloted five career focused high school programs. Each program is industry specific—business and finance; health; hospitality; communications and pre-engineering.

A private sector advisory committee composed of high level executives and administrators who represent the different industries and universities serves each local program. This committee works with the local school educators to design and deliver a curriculum that focuses on a given career area and provides a connection between the abstractness of the subject matter and the reality of the world of work. A significantly high percentage of our students come from poor homes, some speak little English. This focus on a specific industry area is highly motivating. It says to students there is a reason for school; that schooling leads to something and has a purpose. Through the joint efforts of these private sector advisory committees and the local school staffs, students participate in internship experiences. Professional development for teachers and principals is provided and includes actual work experience in the industry. The local universities and some two year colleges in the surrounding area are actively involved.

This bill would be of tremendous value to our program. We are beginning to reach out to universities and colleges to interest them in our program and students. Next year we will graduate the first class. We recognize the need for a network of higher education institutions that support our programs and who will recruit our graduates. Clearly, this bill would be a valuable asset to implement that plan.

Our programs are designed to be mutually beneficial. In the short term students benefit from a highly motivating and exciting educational program that expects to graduate students who can compete effectively for slots at top universities and who also have marketable skills to meet the requirements for the labor force. There are economic benefits for the community when schools graduate a literate employable product. The businesses in the long term benefit from a better prepared employee who understands the world of work, has a strong work ethic and acceptable employability skills.

In the Hospitality Careers Partnership Program, not only do we provide an exciting program for high school students in hotel management and culinary arts, but through our partnership with the private industry council, we accept students in the culinary arts from the structurally unemployed rolls in the District of Columbia. This program after five cycles of graduates has maintained a nearly 90 percent placement rate for employment. This record and history must be maintained. Current research suggests this window of opportunity could be lost—if public schools don't act accordingly.

Dale Mann at Teacher's College, Columbia University examined public private sector partnerships in 23 U.S. cities. He concluded that action now and during the next few years is critical. He states, "school/business partnerships is at a turning point . . . that these tender shoots are vulnerable." Dr. Mann suggests that schools must demonstrate successes from the current round of partnerships with businesses, or risk losing the chance for further cooperative ventures.

His findings include: That long term mature coalitions depend on the quality of the relationships developing now; that most business activities in schools are brief and episodic—not long enough to make a difference; that partnerships with business continue to involve low levels of investment and limited objectives.

These findings strongly suggest the need for immediate action to nurture, sustain, and expand the movement.

The foresight of this committee to consider the University-High School Partnership bill is timely. The progression of the partnership movement, although still new, is moving from the adopt-a-school, teacher/single school incentive programs to magnets and industry-specific partnerships that link school curriculum to job opportunities and economic development. But to sustain what has been gained, passage of the University-High School Partnership bill is critical. I commend the honorable Congressman Dymally for introducing a bill that is designed to assist public schools reform secondary education for the long term through partnerships with universities and businesses.

In the District of Columbia public schools, we value the corporate/private sector commitment. More than sixty businesses, universities, foundations and private sector organizations participate in the career focused high school programs. Like other school districts throughout the United States, we have successfully gained the attention of the private sector and our pilot efforts show progress. We recognize the implications for contributing to the economic growth of this city. We also recognize the potential improvement in quality of life and equal access for student participants.

The University-High School Partnership bill can facilitate sustaining the movement and nurturing the relationship between partners. This bill adds the critical component, universities, to complete the necessary loop that connects the worlds of education and work. If we can, with the help of this bill, maintain the momentum of this new and exciting approach—reality based education, students will not only see the connection, but will beable to picture themselves as productive contributing citizens. They will be better able to envision a future and, probably, more likely to be motivated to stay in school and defer parenting. It is the feeling of hopelessness, low self-esteem, absence of role models and the inability to visualize themselves in a different place in life that contributes to this serious national problem facing our society.

The linkage of universities, businesses, public schools and the Federal Government, if this bill passes, will provide a womblike setting for our young people. In essence, this will create an environment that nurtures their growth. Student programs will be built on success rather than the failure syndrome. We will graduate classes of young people who can cope with the present and deal effectively with the challenges of the future. The long term impact of these partnerships will be a profound response to the equity and excellence issues of education.

In conclusion, Mr. Chairman, partnership programs are about reform in secondary education, giving focus to what we teach, eliminating the dry subjects isolated one from another. It is about a better chance, and winning - for this generation and the next; for this community and the Nation.

[From the Bell Atlantic Quarterly, Autumn 1984]

SCHOOLS AND BUSINESS: A MERGER WITH DIVIDENDS

(By Floretta Dukes McKenzie)

Not so very long ago, leaders in public education and the private sector regarded each other as total strangers, if not adversaries. At best, education and business had one tenuous connection: Some students who passed through the schools *might* pursue business careers. At worst, the business world assailed public schools for not equipping students with the necessary employment skills, while educators complained that corporate preoccupation with profit-making ruled out any genuine interest in improving schools.

However, in the last five to seven years, businesses and schools across the country have begun to abandon their "hold them at arms-length" policy and now, in fact, frequently are embracing each other in projects, programs, and commitments for mutual benefits.

Washington, D.C. is one place that is reaping the benefits of partnerships between schools and business. In the last three years, some of the nation's largest corporations and most prestigious local industries have been integrally involved in major improvement efforts with the District of Columbia Public Schools. How and why would General Motors, Control Data, IBM, Xerox, the District of Columbia Bankers Association, the Culinary Institute of America, a leading public relations firm, and more than 60 other businesses join forces with a public school system?

We, the educators and administrators in the District of Columbia, believe the almost overwhelming corporate interest in our schools developed because we approached the business community with a proposition that would result in mutual gains, not merely an open-palm request for dollars.

In September 1981, we opened five new career programs in our high schools, each in a field with projected job growth and each with corporate sponsors who participated in the program's design and curriculum development. These programs and their lead private sector partners are:

Pre-engineering: General Motors, IBM, Goddard Space Center, and Potomac Electric Power Company; Hotel Management and Culinary Arts: Hotel Association of Washington, D.C., Private Industry Council of Washington, and the Culinary Institute of America; Business and Finance: D.C. Bankers Association, and Blue Cross/Blue Shield; Communications: Goldberg-Marchesano Public Relations, Time, Inc., Xerox Corporation, Chesapeake and Potomac Telephone Company, and WJLA Television; and Health Sciences: George Washington University College of Medicine/Allied Health, Howard University, D.C. General Hospital, and Capitol Hill Hospital.

In addition, the school system has sought-and received-assistance from the private sector in revitalizing the management side of education. We told corporations that "because education is our business, it's time to educate in a businesslike way." As a result, the Digital Equipment Corporation designed a three-day training course in computer technology for top administrators, General Motors sent a management training expert to conduct a team-building workshop for key school personnel, and the IBM Corporation loaned one of its executives for a year to help mold and launch the public-private partnerships for the career programs.

American businesses spend an estimated $60 billion annually on employee training. A large percentage of that amount is spent to upgrade employees' basic skills. For example, in 1981 AT&T spent an estimated $6 million to teach 14,000 employees basic writing and arithmetic during office hours. And Metropolitan Life Insurance devotes over 40 percent of its training and development dollars to teach English usage and general mathematics. Even greater amounts of money are spent on employee recruitment, hiring, and turnover costs. In one year, for example, General Motors hired 9,000 employees to fill 1,500 jobs. Most entry-level training programs are not cost-effective because too few employees are retained beyond the break-even point of the training costs.

Thus, a shadow educational system is operating. Corporations are pouring resources into remedial education—an unnecessary expenditure if the schools could provide better trained employees. We in the D.C. Public Schools examined this phenomenon and reasoned that a wiser approach would be for corporations to replace their remedial education costs with investments in basic education. By supporting improvement in schools, we contended, corporations can expect to profit from an improved labor force, lower training costs, reduced turnover rates, and more productive employees.

We also realized that the jobs of the future will call for employees armed with highly advanced technological skills. Like so many other educational systems, we were still relying primarily on "paper and pencil" methods of learning. Our schools had been teaching basically the same way for over 100 years. To close the technology gap and to prepare our students for the realities of the 21st century, the school system needed to call upon the segment of society that had its eyes toward the future: business and industry.

It is time for the managers of public resources to stop trying to pick corporate pockets and to start helping our private sector companies find cost-justified approaches to coupling the business interests of their shareholders with spending corporate dollars for education.

Additionally, the school system recognized a need to change some longstanding perceptions about career education. Historically, vocational education and career education meant "those students not planning to enter college." And although for the past 19 years, vocational education in the D.C. Public Schools has included complete programs of academic study, the image of vocational education students taking only metal shop and rudimentary accounting courses lingered on.

So, in seeking corporate partners for the career programs, we first had to disabuse ourselves and our public audiences of the notion that career training foreclosed the possibility of pursuing higher education. In short, we had to realign our thinking to recognize that, almost without exception, students will be employed during their lifetimes and, therefore, the goal of our public-private career programs must be to produce high school graduates who can successfully master both the academic life of the most rigorous colleges and universities and the challenges of a career in business.

"Public-private partnership" is a loosely defined phrase these days. We have often hesitated in using it, for so often it boils down to philanthropy, volunteerism, or mere window-dressing. It is discouraging that so many of us in public education still view corporate involvement as simply a one-way street, with the schools being the recipient of corporate benevolence. Productive relationships seldom endure without a *quid pro quo*.

It is time for the managers of public resources to stop trying to pick corporate pockets and to start helping our private sector companies find cost-justified approaches to coupling the business interests of their shareholders with spending corporate dollars for education. Given current business expenditures for basic training and retraining and schools' similar efforts to equip students with a sound education and job skills, why not pool business and school resources and jointly design programs for equal or better returns for each partner, at less cost? This-not volunteerism and not philanthropy-is the classical notion of "partnership."

The result of our teacher externship program is a better teacher understanding of the world of work and a greater appreciation of the educator's role by the business community.

Therefore, as D.C. Public Schools approached the corporate world, we started with the common-sense proposition that people form partnerships to reduce costs and reap mutual gains, not to subsidize one another. Project leadership and design support, rather than financial support, is the more valued and less expensive role for major employers. It is not as quick or as tangible as a financial contribution, but it implies accountability for these new programs and, therefore, helps to ensure the quality and staying power of our partnership endeavors.

Indeed, financial contributions rank sixth in our list of ways we call upon private sector partners to participate in our programs. More important to us is the help businesses provide with (1) curriculum design, (2) service as a liaison with other businesses in the same field, (3) paid employment opportunities for current or recently graduated students, (4) technical support (for school facilities design or equipment maintenance), and (5) classroom instruction.

All the career programs we have launched with our private partners emphasize basic skills in reading, writing, mathematics, technology, and work attitudes and habits, and they place students in co-op jobs and internships within each career field. Students prepare for either a job upon graduation or enrollment in a post-secondary program. This dual option differentiates these programs from traditional vocational education which frequently focuses only on the acquisition of entry-level jobs.

These programs are organized under the direction of a prime corporate sponsor. However, other companies participated in a task force that invested and shared in the programs' curriculum development, staffing and management, the updating of facilities and equipment, the on-the-job training and hiring of students, and the training of teachers and counselors. Each program operates with a Business Advisory Committee responsible for guiding the program, assessing resources and needs, and assisting in setting standards and goals.

Students in the career programs take a regular or advanced academic load as well as classes for specialized training in the career areas. Their school days are generally longer than those of a traditional high school student, and, for many, the school year will run almost twelve months, because they will also participate in work experience projects.

Many teachers working with the career programs also catch the private partnership fever when they serve externships with the various partner corporations during the summer months. Some teachers have had three-week tours as engineers at the General Motors Institute in Flint, Michigan. Other instructors who work with the hospitality career program have served as chefs and assistant managers in large local hotels, and still others were placed in banks and public relations firms, radio stations, a prestigious culinary arts school, and a local utility company. The school system pays the teachers' salaries and our private partners supply the training. The result is a better teacher understanding of the world of work and a greater appreciation of the educator's role by the business community.

The externship concept has been so successful that this year we expanded the effort. With a grant from the Edna McConnell Clark Foundation, we established a management training institute for principals and other school administrators. In the belief that business management practices can be applied to several educational issues, we called upon corporations with distinguished training programs to provide courses, workshops, and seminars for school principals, mid-level, and senior-level administrative personnel. The basis for this management institute is the realization that because the school system increasingly is constrained by its financial resources, educators must have the management expertise to get better results from the resources that are available.

The institute is a long-term commitment by the public school system and its corporate sponsors. In the years ahead, school administrators who complete the institute's training modules will be paired with corporate trainers to serve as co-instructors for new entrants into the program. Ultimately, a cadre of institute graduates will assume the instructional responsibilities for the training needs of the school system, as well as for other school systems whose limited resources preclude creating such an institute themselves.

Our school system's interest in and commitment to working with the private sector is not limited to the five career programs and the management institute. Other ventures with the business realm include: A highly successful program with IBM to teach very young children (4 to 6 years old) to read and write via computer technology; a three-year citywide project with Mobil Oil Corporation to bring more visual and performing arts into the schools; the establishment of a computer technician training program with Digital Equipment Corporation; participation in an interactive satellite communications network to offer cost-effective teacher training by the nation's leading educators; and the creation of a training program in information processing with the support of Xerox Corporation.

Our most widely publicized partnership was forged in the fall of 1983 when President Ronald Reagan announced the White House's "adoption" of one D.C. elementary school. Members of the White House staff, aware of the school system's growing efforts to create public-private links, initiated the Presidential adoption and, with a memorandum signed by President Reagan, urged all federal agencies to adopt a local school.

At the adoption ceremony, the President proclaimed 1983-84 the "National Year of Partnerships in Education" and called on all sectors of society to "strike an agreement" with schools to provide tutors, teachers, equipment, and other resources. Such partnerships, he said, would help to kindle improvements in the schools. The Reagan Administration, under the direction of James K. Coyne, special assistant to the President for Private Sector Initiatives, promotes the creation of school-community partnerships through regional conferences, a monthly newsletter highlighting successful examples of the concept, an electronic mail system, and a computer matching system called Civitex that brings together schools and businesses interested in forming partnerships.

The White House adoption of D.C.'s Martin Luther King, Jr. Elementary School has produced just such a partnership. Not only are the school children tutored by the White House staff and given an insider's education about the executive branch of the U.S. government, the staffers also spend time at the school in more informal exchanges. White House personnel also arrange students' participation in cultural events, serve as guest speakers at school functions, and even donate landscaping advice and assistance to help beautify the school grounds. The White House touch football team even joins in some Saturday games with the school's students.

As the White House list of adoptive activities has flourished, so have the number of federal agencies interested in adopting other schools. To date, more than 30 agencies have launched similar partnerships with our schools.

Washington, D.C.'s success in drawing serious, dedicated partners from the private and government sectors is now being replicated in many other school districts. It is a concept worthy of still more exploration and experimentation.

In the District of Columbia, unexpected, spin-off benefits from these partnership efforts continue to emerge almost daily. Our students' self-confidence increases because they believe the adult business world truly cares about their futures, and the private sector learns that the vast majority of young people are ambitious and eager for an opportunity to make the most of their lives.

Similarly, the uniting of education and business toward some common goals has served to dispel the dual myths that corporate leaders are merely ruthless profit-seekers and that educators lack hard-nosed business sense. D.C. Public Schools must heartily applaud our private partners' compassionate, people-minded approach to their businesses and, simultaneously, salute our teachers' and students' serious, business-minded commitment to learning.

REFERENCES

Civitex, an information system and database of 2,500 examples of partnerships and other local initiatives for community problem-solving; 55 W. 44th St., New York, NY 10036.

"Company-School Collaboration: A Manual for Developing Successful Projects." The American Council of Life Insurance; 1850 K Street, N.W., Washington, D.C. 20006.

"Developing Public-Private Approaches to Community Problem-Solving." SRI International; 333 Ravenswood, Menlo Park, CA 94025.

The National Association for Industry-Education Cooperation (NAIEC), a network of over 60 local industry-education councils; 235 Hendricks Boulevard, Buffalo, NY 14226.

The National Institute for Work and Learning (NIWL), coordinator of the federally funded Work-Education Consortium; Suite 301, 1211 Connecticut Avenue, N.W., Washington, D.C. 20036.

Mr. FORD. Mr. Dymally.

STATEMENT OF HON. MERVYN M. DYMALLY, A MEMBER OF CONGRESS FROM THE STATE OF CALIFORNIA

Mr. DYMALLY. Mr. Chairman, with your permission and the committee's, I would like to enter my entire statement into the record and just touch on a few points very briefly.

Mr. Chairman, and distinguished colleagues of the Subcommittee on Postsecondary Education, I appear in support of H.R. 2557, a piece of legislation which I introduced and which I hope will be included in the Higher Education Act of 1985.

The university-high school partnership bill has the capability of making significant impacts on the quality of education which will be afforded to very special groups of nontraditional students: The educationally disadvantaged, potential dropouts, pregnant adolescents, and teen parents, and the gifted and talented students of this great and prosperous Nation of ours.

The Honorable Mario Biaggi, the distinguished gentleman from the 19th Congressional District of New York, expresses extremely cogent remarks on the topic of nontraditional students in a July 3 article which appeared in The Chronicle of Higher Education. Discussing his personal education experience, Mr. Biaggi stated, and I quote: "In some ways, I think maybe there's a greater reason to support them—nontraditional students—than the traditional." And while the bulk of his text was geared to the adult student, his logic for support of the nontraditional student appropriately applies to large numbers of special students for whom this legislation was created.

The university-high school partnership bill will give support to partnerships by providing grants to institutions of higher education and local education agencies that have agreements to develop activities which will enable secondary students to improve their academic skills, to increase their opportunities to continue education after high school, and to improve their prospects for employment after high school. Businesses, labor organizations, professional associations, community-based organizations or private or public associations or agencies may also sign onto the partnership agreement.

Mr. Chairman, a recent report by President Reagan's Commission on Industrial Competitiveness, a 30-member panel composed of business leaders, labor leaders, and educators, stressed two vital and extremely significant points about our youth:

One, the high school dropout rate in secondary schools is contributing to the development of a growing permanent underclass in our society.

Two, new approaches are required to address the problem of school dropouts and stem this loss of human resources.

At a working conference on high school dropouts in April of this year, here at the U.S. House of Representatives, and composed of members of teachers groups, the Carnegie Corp. of New York, and several congressional offices, it was concluded that:

One, there needs to be improved data collection regarding dropouts;

Two, more information on what happens to a student after he or she drops out of school needs to be made available; and

Three, more careful examination of the relationship between early childhood education and the dropout problem needs to be made available.

In conclusion, Mr. Chairman, the university-high school partnership bill will address this modern-day crisis, this potential devastation of an entire generation, and help to rescue our future—our youth. The time is now to include this bill as a part of the higher education reauthorization legislation of 1985 and establish this bill as an act in that all-important legislation.

I thank you very much, Mr. Chairman.

[The bill, H.R. 2557, follows:]

99TH CONGRESS
1ST SESSION

H. R. 2557

To establish partnership agreements between institutions of higher education and secondary schools.

IN THE HOUSE OF REPRESENTATIVES

MAY 21, 1985

Mr. DYMALLY introduced the following bill; which was referred to the Committee on Education and Labor

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A BILL

To establish partnership agreements between institutions of higher education and secondary schools.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled
That the Higher Education Act of 1965 is amended by redesignating title XII as title XIII, redesignating sections 1201 through 1205 as sections 1301 through 1305, respectively, and by inserting after title XI the following new title:

"TITLE XII—UNIVERSITY-HIGH SCHOOL PARTNERSHIPS

"GENERAL PURPOSE

"SEC. 1201. It is the purpose of this title to encourage partnerships between institutions of higher education and secondary schools serving low-income students, to support programs that improve the academic skills of secondary school students, increase their opportunity to continue a program of education after high school and improve their prospects for employment after high school.

"AUTHORIZATION OF APPROPRIATIONS

"SEC. 1202. There are authorized to be appropriated $40,000,000 for fiscal year 1986 to carry out the purposes of this title and such sums as may be necessary for fiscal years 1987, 1988, 1989, and 1990.

"PARTNERSHIP AGREEMENT

"SEC. 1203. (a) To be eligible for a grant under this title, an institution of higher education and a local education agency must enter into a written partnership agreement. A partnership may include businesses, labor organizations, professional associations, community-based organizations or other private or public agencies or associations. All partners shall [sign] the agreement.

"(b) The agreement shall include—

"(1) a listing of all participants in the partnerships;

"(2) a description of the responsibilities of each participant in the partnership; and

"(3) a listing of the resources to be contributed by each participant in the partnership.

"GRANTS

"SEC. 1204. (a) From the funds appropriated pursuant to section 1202, the Secretary shall reserve 65 per centum to carry out programs operating during the regular school year and 35 per centum to carry out programs operating during the summer.

"(b) From these funds, the Secretary shall make grants of no less than $250,000 and no more than $1,000,000. The grants may be used by the partnership for programs that—

"(1) use college students to tutor high school students and improve their basic academic skills;

"(2) are designed to improve the basic academic skills of high school students;

"(3) are designed to increase the high school student's understanding of specific subjects;

"(4) are designed to improve the high school student's opportunity to continue a program of education after graduation; and

"(5) are designed to increase the high school student's prospects for employment after graduation.

"(c) In making grants under this title, the Secretary shall give a preference to—

"(1) programs which will serve predominantly low-income communities;

"(2) partnerships which will run programs during the regular school year and the summer; and

"(3) programs which will serve educationally disadvantaged students, potential dropouts, pregnant adolescent and teen parents, or the gifted and talented.

"APPLICATION FOR GRANTS

"SEC. 1205. (a) A partnership desiring to receive a grant under this title must submit an application to the Secretary.

"(b) The application shall include—

"(1) the written partnership agreement;

"(2) a listing of the secondary school or schools to be involved in the program;

"(3) a description of the programs to be developed and operated by the partnership;

"(4) assurances to the Secretary that—

"(A) the partnership will establish a governing body including one representative of each participant in the partnership;

"(B) Federal funds will provide no more than 70 per centum of the cost of the project in the first year, 60 per centum of such costs in the second year, and 50 per centum of such costs in the third year and any subsequent year;

"(C) a local educational agency receiving funds under this title shall not reduce its combined fiscal effort per student or its aggregate expenditure on education; and

"(D) a local educational agency receiving funds under this title shall use the Federal funds so as to supplement and, to the extent practical, increase the resources that would, in the absence of such Federal funds, by made available from non-Federal sources for the education of students participating in the project, and in no case may funds be used to supplant such non-Federal funds; and

"(5) such information and meet such conditions as may be required by the Secretary.".

Mr. **Ford**. Thank you.

[The prepared statement of Hon. Mervyn M. Dymally follows:]

Prepared Statement of Hon. Mervyn M. Dymally, a Representative in Congress From the State of California

Mr Chairman, distinguished colleagues of the Subcommittee on Postsecondary Education, I appear before you in support of H.R. 2557, a piece of legislation which I introduced, and which I hope will be included in the Higher Education Act of 1985. The university-high school partnership bill has the capability of making significant impacts on the quality of education which will be afforded to very special groups of nontraditional students—the educationally disadvantaged, potential dropouts, pregnant adolescents and teen parents, and the gifted and talented students of this great and prosperous nation of ours.

The Honorable Mario Biaggi, the distinguished gentleman from the 19th Congressional District of New York, expressed extremely cogent remarks on the topic of nontraditional students in a July 3rd article which appeared in "The Chronicle of Higher Education." Discussing his personal education experience, Mr. Biaggi stated, "In some ways, I think maybe there's a greater reason to support them (nontraditional students) than the traditional." And, while the bulk of his text was geared to the adult student, his logic for support of the non-traditional student appropriately applies to large numbers of special students for whom this legislation was created.

The university-high school partnership bill will give support to partnerships by providing grants to institutions of higher education and local education agencies that have agreements to develop activities which will enable secondary students to improve their academic skills, to increase their opportunities to continue education after high school, and to improve their prospects for employment after high school. Businesses, labor organizations, professional associations, community-based organizations or public or private associations or agencies may also sign onto the partnership agreement.

The phenomenon of dropouts (persons who are not enrolled in school and who have not graduated from high school or received the G.E.D. certificate) from our educational systems is not a new one, and, indeed, it is one which the Federal Government at one time provided financial assistance to a small number of school districts for the purpose of preventing students from dropping out of high school.

Today, however, Title VIII of the Elementary and Secondary Education Act is no longer authorized and some 16,000 school districts of our Nation are faced with a 25 percent dropout rate for all students ninth through 12th grade.

In its heyday (1969-1976) the Elementary and Secondary Education Amendments of 1967 (Public Law 90-247) was authorized to make grants available to local educational agencies for demonstration projects which were designed to prevent high school dropouts. These programs were located in rural and urban areas which had a high percentage of children: (1) from low income families, and (2) that did not complete elementary or secondary schooling. The projects were based on an analysis of why students were dropping out and had to be approved by the State Education Agency. Appropriations ranged from $30,000,000 in 1969 to $33,000,000 in 1976.

Title VIII—the dropout prevention program—was authorized under section 807 of the Elementary and Secondary Education Act. For fiscal years 1969 and 1970, Congress appropriated $5,000,000 annually. These funds supported 10 projects. In 1971, the appropriation was increased to $10,000,000 and a total of 19 projects was supported.

The Title VIII projects followed many different strategies to reduce the dropout rate. Some organized alternative schools, learning centers and began work-study programs. Others offered after-school programs and summer camps. Still others established special academic programs, individualized instruction, reading labs, community liaison assistance, and teacher-student "buddy" systems.

However, none of these programs attempted to merge several approaches, and as a result, none sought the goal of the university-high school partnership bill—which is to merge successful concepts and approaches onto a total pattern of addressing the dropout rate.

A recent report by President Reagan's Commission on Industrial Competitiveness (A 30 member panel composed of business leaders, labor leaders, and educators) stressed two vital and extremely significant points about our youth:

1. That the high school dropout rate in our secondary schools is contributing to the development of a growing, permanent underclass in our society. Twenty-six percent of all students enrolled in school drop out. At this rate, our Nation is producing in excess of 1 million dropouts annually. In addition, the dropout rate among mi-

norities is substantially higher—40 percent for black Americans and 43 percent for Hispanics. One out of three of all American Indians and Alaskan Natives leaves school before graduating.

2. New approaches are required to address the problem of school dropouts and stem this loss of human resources. National attention must be focused on the severity of the problem, and if the dropout rate continues to accelerate, part of an entire generation could be lost to the productive processes of creating workers for and contributors to this society.

The overriding recommendation of the Commission was for a national partnership to be established between the Federal Government and the private sector to address the dropout problem. The purpose of this partnership would be to coordinate special services in the school setting, and to give intensive help to those students most at risk. This legislation, the university-high school partnership bill, specifically addresses this recommendation and goes a step further by providing an avenue of totally coordinated educational services for high school dropouts which could be offered in a variety of settings all of which would be academic.

In addition, the university-high school partnership bill is based on a provision of the children's survival bill (S. 1237) a comprehensive blueprint for Federal investment in education and other programs designed to bolster the self-sufficiency of our Nation's children, youth and families.

Recent studies, conducted by the national center for educational statistics, reveal that in 1981, approximately 16 percent of all persons in their late teens (18 and 19 years of age) had dropped out of high school. Of the approximately four (4) million persons who turned 18 in 1981, more than 600,000 were dropouts, and the dropout rate has experienced a significant increase since 1981.

In a recent article published by the Los Angeles Times, it was reported that half of the students who were enrolled at 10 of the District's 49 high schools, in Los Angeles, eventually left without diplomas.

In the mid-1970's, 24 percent of those who started high school in Los Angeles did not finish; in 1984, the figure rose to 44 percent, 4 percent higher than the 1983 State average.

In 1980, according to the Census Bureau, for the State of California, 14.7 percent of all persons 16–19 years of age are not enrolled in high school. For Compton 18.4 percent are not enrolled in high school, and in Bellflower 17.1 percent are not enrolled in high school. These two cities have significant numbers of minorities enrolled in the high schools and these rates affect the numbers of dropouts enrolled in the public school systems in those two cities in the 31st CD which I represent.

In addition, 45 percent of all Hispanics (Mexican-Americans and Puerto Ricans) who enter high school in California never finish school and these students tend to drop out before reaching the 10th grade. In the Los Angeles area, 52 percent of the student body is Hispanic.

According to a recent report from the California State Assembly Office of Research, California experiences a dropout rate of 31 percent of all teenagers between the ninth and 12th grades and, in 1983, the graduating class experienced a 40 percent dropout rate. California has a compulsory school age of 18, whereas most States have set 16 as the compulsory age. But, even this seems to have an insignificant impact on curtailing the dropout phenomenon.

When questioned, students give a host of reasons for dropping out of high school. Their problems are school related, family related, peer-group related and/or health related. However, the overriding reasons for most dropouts leaving school are: (1) they had poor grades; (2) school does not appeal to them; (3) they could not get along with their teachers; (4) marriage (and pregnancy); and (5) they were offered a job, and they wanted to work.

One particular category of dropouts who need immediate attention by the university-high school partnership bill is the pregnant adolescents and teen parents.

In 1980, national statistics revealed that 48 percent of all teen births were out of wedlock. In 1982, 14.2 percent of all babies born were born to women under the age of 20, and today (1985) the figure approaches 16 percent.

In California (1982), 55,365 babies were born to teenagers 15 to 19 years of age (12.4 percent of all births), and 773 babies were born to babies—teenagers under 15 years of age. For black Americans the statistics are more dramatic as 19.6 percent of all black babies were born to mothers 15 to 19 years of age. It is no secret that high school dropouts are more likely to be poor and more often unemployed than high school and college graduates. Coupled with the fact of being an unprepared parent, teenage dropout mothers are at an extreme economic and social risk in this society and this fact is true for their offspring who immediately inherit the socioeconomic status of their teenage parents.

At a "working conference" on the problem of high school dropouts which was held in April of this year here at the U.S. House of Representatives, and was composed of members of teachers' groups, the Carnegie Corporation of New York and several congressional offices, it was concluded that: (1) there needs to be improved data collection regarding dropouts; (2) more information on what happens to a student after he or she drops out of school needs to be made available; (3) more careful examination of the relationship between early-childhood education and the dropout problem needs to be made available.

The concepts and approaches proposed in the university-high school partnership bill are not only reflective of research and demonstration projects which have proven to be successful in the past, but also representative of a present growing phenomenon which need had dictated.

More than 60 school and college districts representing collaborative projects in 16 major cities have united to form the Urban University-Urban School Collaborative Program under the coordination of the National Association of State University and Land Grant Colleges. In addition to coordinating educational services for the benefit of dropouts, the role of school principals as an essential link in partnership arrangements is being clearly developed, established and defined. The main purpose of this partnership is to better prepare inner-city students for work and college; and, to develop a teacher-education program that brings 9th graders into a curriculum track that leads to a degree from a four-year institution and a teaching position in eight years.

Public/Private Ventures, a non-profit organization in Philadelphia, which manages and evaluates efforts to improve the education and employability of disadvantaged young people, created a program for potential dropouts which combined jobs and remedial education. The Summer Training and Education Program (STEP) was in three pilot sites and based on the positive and productive results which were attained, multi-year national demonstration projects began in June of this year in Boston, Seattle, Broward County (Florida), Portland (Oregon), San Diego and Fresno (California).

The State of North Carolina runs two major dropout specific programs. One program, the dropout prevention/job placement program operates in 73 secondary school districts. This program serves 14 to 21 year olds who are experiencing academic and other difficulties associated with a high probability of dropping out. Each of the participating local education agencies has formed partnerships with private sector organizations, and education and social services agencies.

The other program, the Extended Day Program, helps dropouts complete their schooling. It serves persons with financial problems or those unable to succeed in traditional school settings. Districts receiving funding under this program are determined on a "need" basis which is determined by a formula applied by the State department of public instruction.

In Los Angeles, a large corporation granted $50,000 to Garfield High School through the district's adopt-a-school program in order to create a program which specifically addresses the dropout problem.

What has been learned in California is that dropouts are products of many factors. Most dropouts come from families and communities with so few life chances and opportunities for them that they see no purpose for education. Most dropouts have parents who have poor jobs, or no jobs, and these youngsters see no better prospect for themselves. Others drift away from even the most understanding of parents, friends and/or teachers because they have lost faith in the system.

The university-high school partnership bill will address this modern day crisis, this potential devastation of an entire generation, and help to rescue our future—our youth. The time is now to include this bill as a part of the higher education reauthorization legislation of 1985 and establish this bill as an act in that all important legislation.

Mr. FORD. I have looked over the bill. One quick observation to it. You might want to talk with legislative counsel on how to do this, but while you talk about Federal funds will provide no more than 70 percent of the costs of the project in the first year, 60 percent of such costs the second year, and 50 percent thereafter, nowhere in the bill do you authorize this partnership to accept private or corporate contributions. Unless you have a specific statutory authority for that, it could be questioned.

Mr. Dymally. Thank you very much, Mr. Chairman, it was so meant.

Mr. Ford. It will be a simple change.

Mr. Hayes.

Mr. Hayes. Mr. Chairman, I don't have any comments. I want to study it with interest because I am working on a bill dealing specifically with the dropout situation, and I hope to be able to start talking about it very shortly and introduce it, too. But I am very supportive of what I understand to be the tenor of your H.R. 2557 as it relates to the tiein between the secondary and higher institutions of learning level.

Mr. Dymally. Mr. Chairman, I have one technical correction, the last word in line 4 of page 5. It reads "coordinate social services." It should read "coordinate special services."

Ms. McKenzie. If I may, Mr. Chairman, just one comment about dropouts. Sometimes we consider there is a very big gap between a dropout and a university student, but often we have dropouts because the student sees no real purpose for remaining in school. And the college-university environment, whether it is 2-year or 4-year, is so alien to that student until that is just not in her or her mindset. But a bill that would enable and encourage partnerships I could foresee, and some we already have in the District, where we take poor youngsters to college campuses early on, in summer programs, in weekend programs, and for them to have mentors, tutors from the university working directly with them, and then people who look like them in as many instances as possible, so they can see themselves in the university or in a work setting, and that work setting often would provide the support to go on to universities.

So while sometimes you have difficulty seeing that relationship, it is a relationship that needs to be made, because if youngsters saw that there was the real possibility for them to become whatever it was that they wanted to become there would be fewer dropouts. That is why we have changed our focus from purely academic to trying to show that when you study mathematics you are able to do it in the work world. What you learn English for; it is not only to be an English teacher, but a researcher, a journalist, advertising—all kinds of things.

So this bill has tremendous potential for changing the opportunity structure for so many students.

Mr. Hayes. I just want to comment, I agree with what you have said in assessing the situation. I take it there has been here in the Nation's Capital an increase in the dropout ratio at the secondary level, as it is in most inner cities. One reason is because of the number of minorities and a lack of opportunity. People become discouraged and say, "What is the use in going to school?" A lot of them have taken that position, I agree with you, because they have trouble finding positions when they finish school.

We have people now who are janitors with degrees in many cities, and that is no reflection on the janitorial position. But they had assumed that there was something at a higher level that would be available to them. We find a double forward attack now even on some of these affirmative action programs that have existed in many cities. As a matter of fact, we are going into court in Chicago on this question, just in the police and fire departments, which some people aspired for and trained for. These are the kinds of things I think discourage people from going to school and accelerate the dropout rate in many instances.

Ms. McKenzie. Yes. I am pleased to say that our dropout rate is decreasing in the District of Columbia. But one example of trying to hook in an outcomes based education, yesterday morning I met with a young student who attends Duke Ellington School of the Arts, a clarinet player. But she is also studying floral design. So if the music doesn't pay off, she still has a skill.

So it is that combination of skills that students need so that they can pursue what it is they love also, but they are able to eat and to make a contribution to society.

Mr. Hayes. Thank you, Mr. Chairman.

Mr. Ford. Mr. Perkins.

Mr. Perkins. I think I will pass, Mr. Chairman.

Mr. Ford. Mr. Bruce.

Mr. Bru[illegible]. No questions.

Mr. Ford. Thank you very much, Ms. McKenzie and Congressman Dymally, and we will look very thoroughly at this. You will help us find out where we can get the money.

Mr. Dymally. I have some ideas. Thank you very much, Mr. Chairman.

Mr. Ford. The next panel is Ms. Susan Berube, former student at Smith College; Mr. Paul Guarnieri, president, U.S. Association of Evening Students; and Ms. Janet Hansen, director for policy analysis of the College Board.

Your prepared statements will be inserted in the record. And we will start first with Susan.

STATEMENT OF SUSAN C. BERUBE, FORMER STUDENT, SMITH COLLEGE

Ms. Berube. Thank you very much.

I am Susan Berube, former welfare student, graduate of Smith College, presently employed as marketing coordinator with Sync Sort, Inc., in New Jersey.

I am pleased to be able to submit testimony this morning before the Subcommittee on Postsecondary Education, especially since I earned a degree as a nontraditional student. I was asked to submit a paper that I originally gave in April before the Public Policy Conference on Women, Welfare and Higher Education at Smith College in Northampton. The statement I am presenting today was, in fact, written for that conference.

After 13 years of marriage and two children I found myself divorced and responsible for providing a family wage. With no means to do so, I was forced to resort to AFDC. While AFDC was the immediate answer to my dilemma, for me it was no solution to economic security and financial independence.

I am one of the fortunate ones. I sought out and found a real solution. A unique opportunity was made available to me. I could earn a degree at Smith College as a nontraditional student as an Ada Comstock Scholar. But not all Adas are like me. Not all are receiving AFDC benefits or some form of Federal education subsidization. And not all AFDC recipients are like me. Not all are aware that pursuing higher education can be an option. This program is not accessible to all individuals. It was not designed specifically for women on welfare. It is a privately funded program outside Federal auspices that have selective entrance requirements.

In my paper I share with you some of the difficulties one encounters as a welfare student. Most of the experiences are mine, but some incidents were experienced by other welfare students. My intention is to point to some of the contradictions in present policy and to suggest that Federal programs address these issues and even offer opportunities to welfare women like the one that I was offered.

A student enrolled in a degree program who is receiving public assistance has two major concerns. First, money; an overriding fear of losing benefits. Second, the difficulty of handling multiple tasks while feeling satisfied that she has achieved her personal measure of success at each.

By definition, the person who has opted for a degree program rather than the short-term vocational training wants more than a job. She knows that she is capable of more than learning a specific skill. She wants to open doors that will enable her to make more money than the typical female vocational job offers. She may even want a career. She may not know specifically which door that degree should open, but she knows she needs a position that will challenge her intellect.

Typically, she is a mother. She is a homemaker. She is an ex-wife. She is a person with her own particular needs.

She has initiative, ambition and a distaste for financial dependence. She wants more out of life and has come to realize that she is the only person that she can rely on to get what she wants. Confidence is not even at issue—she is a driven woman.

She struggles with her priorities. Her children need her love and attention. Her courses require much time and effort. Her homemaking chores: Food, a necessity; clean clothes and house, nice but not high on the list. There is the father of her children, and all the emotional ramifications of that situation. In addition, her family and friends make demands on her, but at the same time chastise her for subjecting herself to unnecessary pressures.

Her children are growing. If she is not careful, she will have missed their great triumphs and their pains. To what degree is she responsible for their academic and extracurricular achievements? How are they developing socially? If she could just make the time to listen. She carries an overriding guilt that she is being selfish and robbing them of appropriate nurturing. And she doesn't want them to leave the nest without having really enjoyed them.

But she has three papers due and two exams next week. Will that professor be understanding and give her an extension? She is behind on her reading. Can she really contribute something meaningful, something worthy of a passing grade? She is sure she has bitten off more than she can chew. Her only comfort is that her counterpart has four papers due and three exams and her child has chickenpox.

When she gets home from class, she finds a notification in the mail that her case is up for redetermination and a meeting has been set for next week. She must have her rent and utilities receipts, her pay stubs, and all other pertinent data available for inspection. Her checking and savings (?) accounts and those of her children must be presented. The signature on the notification is different. A new caseworker. What will this one be like? Sympathetic to her situation, or unreasonable and difficult?

The phone rings. It is the father of her children. He can't take the kids this weekend. He and his new girlfriend are having a party and they feel it just wouldn't be appropriate to have the children there You do understand, don't you? Besides, isn't it Cousin Mary's birthday Sunday and didn't you want to take the children to the birthday party?

She goes to the bathroom. She has her menstrual period again? No, this is blood clots and she is feeling pain. Call the doctor. He can't see her till next month. But this is an emergency. OK. Come in tomorrow at 4. How about an earlier time? I will have to get a sitter at 4. Sorry, it is the best I can do. The doctor asks if she has been under any unusual stress. Take it easy, he says. If the condition persists, call me. She is grateful for her Medicaid benefits and relieved that hospitalization is not necessary; she has no time for this.

Unfortunately, the emergency appointment conflicts with the appointment with the caseworker. Will the caseworker punish her for this? Will her case be closed? Will she have to resubmit all the intake forms again? The new date conflicts with her son's baseball game. She must forfeit the game; she cannot miss this appointment.

Has there been any change in your income since your last assessment? The caseworker is not particularly interested in her expenses or in whether or not her public assistance is adequate. It costs her $500 every month to provide housing and clothing. She must be doing something wrong, the caseworker says. The Federal standards dictate that a single person with two dependents can provide for those needs on $300 per month. It always amazes her how she makes ends meet. On paper, it doesn't work, but somehow she does make it.

Does she need fuel assistance? She laughs. This reminds her of what happened last year. Conscientious as she is, she went for assistance only when she had exhausted her personal funds. She went to the location that had been indicated to apply for heating assistance. The office had been moved to a new site. When she got there, she was told that the office had been moved to yet another site. She completed all the forms to prove her impoverished status as directed, even though she had already presented them with verification of her AFDC status. Then she was told that they would not be able to grant her the full $750 allotment because the funds had already been allocated for the season. It seems ironic that the cutoff date for the guaranteed portion of the fuel assistance allotment is February 28, the height of the heating season.

Next question: Has she enrolled in the WIN Program? No, that is the ET Program. WIN was last year. But I am in school; I can't work, too. You have indicated here that your child is in day care 25 hours a week. If a child is in day care more than 20 hours per week, the public assistance recipient is required to register to get a job and to go on interviews. Furthermore, why does your child need day care for 25 hours when you are taking only two courses? Yes, the earnings from your job would be deducted from your grant, but on an incentive scale, of course.

If she works, her child will need to be in the day-care center for more hours. When she figures out the net earnings, considering the additional costs and the deduction from her public assistance allotment, she would be gaining 70 cents for every precious hour she works.

She sighs in exasperation and complains that she has already secured a loan to make ends meet. You have a loan. That constitutes income. We will have to deduct the amount of your loan from your grant. She gasps. Oh, if you wish, you can contest this, but it is not likely you will win. The regulation is pretty clearly stated.

She is in class. Her mind is wandering. What is she going to make for supper? There is nothing in the refrigerator. She will have to go shopping. She starts compiling a list on the corner of her class notes. After class, she heads for the store. Does she have her food stamps? It is now the first day of the month. She can now buy her food stamps, but during what hours? Will she get to the store that sells them in time or will she have to wait till the following day?

She is lucky. They stop selling food stamps at 5 and it is 4:45. She is careful to make sure that the clerk returns her identification card. She remembers the time the clerk didn't return it to her and then couldn't find it when she went back 1 hour later to retrieve it. She had to go to the trouble of getting a temporary card only to have the original show up 1 month later. It had been turned over to the welfare office by the store that said they didn't have it.

She makes it to the grocery store. She thinks about what she is wearing. She knows that she and her purchases will be scrutinized by other shoppers at the checkout and the grocery clerks. She is careful about her purchases. The food stamps must last the entire month. She would like to shop less frequently, but the children don't seem to understand that if they eat all the apples today or share them with their friends, there will be no more apples tomorrow. Growing children, they are always hungry. It seems as if they eat everything she buys, no matter how much, an hour after she has unpacked the groceries.

She is grateful for the financial support she is getting; the food stamps, the AFDC grant, the educational grant, and especially the Medicaid. She would have gone under last year had she had to pay the bills when her son was hospitalized.

She often asks herself why she has decided to put herself through such pain. Will it all be worth it? School is so demanding. Relinquishing control of her income and the invasion of her privacy is demeaning and anxiety-producing. Her self-esteem is affected by the humilitation she feels every time she encounters a hostile salesclerk or a caseworker who seems to be saying: How dare you aspire to such things? Will she and her children really benefit from all this emotional upheaval and strain?

I would like to say that it is worth it. Today I am gainfully employed. I am proud to say that I am a taxpayer. I am now helping to pay for other women who are presently going through this. I am glad I dared to aspire to such things.

My oldest son is now a junior in high school and he has been invited to join the National Honor Society. He talks about applying to Harvard or MIT. My younger son is producing some very fine drawings and is a natural athlete. And I am presently back in school to advance my career. Only this time my employer is paying for the tuition. I feel good about myself; proud that I accepted the challenge and earned it. I am especially pleased that, by doing this, I set an example for my children, who are proud of me and who seem to be striving to show me that they, too, can do it.

Mr. **Ford**. Thank you.

[Prepared statement of Susan C. Berube follows:]

Prepared Statement of Susan C. Berube

Mr. Chairman and members of the subcommittee, I am Susan Berube, former welfare student, graduate of Smith College, presently employed as marketing coordinator with Syncsort, Inc. in New Jersey. I am pleased to submit testimony this morning before the Subcommittee on Post-Secondary Education especially since I earned a degree as a non-traditional student.

I was asked to submit a paper that I originally gave in April before the Public Policy Conference on Women, Welfare and Higher Education at Smith College in Northampton, MA. The statement I am presenting today was written for that conference.

After thirteen years of marriage and two children I found myself divorced and responsible for providing a family wage. With no means to do so, I was forced to resort to AFDC (Aid for Dependent Children).

While AFDC was the immediate answer to my dilemma, for me, it was no solution to economic security and financial independence. I am one of the fortunate ones. I sought out and found a real solution. A unique opportunity was made available to me. I could earn a degree at Smith College as a non-traditional student—an Ada Comstock Scholar.

But not all Adas are like me. Not all are receiving AFDC benefits or some form of Federal educational subsidization. And not all AFDC recipients are like me. Not all are aware that pursuing higher education can be an option. This program is not accessible to all individuals. It was not designed specifically for women on welfare. It is a privately funded program, outside Federal auspices, that has selective entrance requirements.

In my statement, I share with you some of the difficulties one encounters as a welfare student. Most of the experiences are mine, but some incidents happened to other welfare students. My intention is to point to some of the inconsistencies in present policy and to suggest that Federal programs address these issues and to recommend that opportunities like the one I was offered be made available to welfare women through programs designed by the Federal government.

Mr. **Ford**. Mr. Guarnieri.

STATEMENT OF PAUL GUARNIERI, PRESIDENT, U.S. ASSOCIATION OF EVENING STUDENTS

Mr. **Guarnieri**. Mr. Chairman and members of this House Subcommittee on Postsecondary Education, my name is Paul Guarnieri, and I am the president of the United States Association of Evening Students. I am pleased to have the opportunity to meet with you today on behalf of the United States Association of Evening Students, a national nonprofit educational organization consisting of students dedicated to the enhancement of adult, part-time and evening education throughout the United States.

When I began to write this testimony I was reminded of a statement that Secretary Bennett of the Department of Education issued that created a great deal of controversy. Essentially, Secretary Bennett said that the student in today's society must make certain sacrifices while obtaining a degree in higher education, in essence, making a greater contribution. Some of the sacrifices in the Secretary's statement were stereos and summer vacations.

Well, perhaps Secretary Bennett did not utilize the best examples to illustrate this point. However, I believe that the essence of this argument is quite valid; that is, postsecondary students in society must exhibit a certain degree of resolve. It is evident, however, that Secretary Bennett directed his statements toward the traditional full-time student. For the adult, part-time and evening student by far exceeds the resolve that the Secretary was calling for.

The nontraditional student most generally attends institutions of higher education on a part-time basis because of many other pressing commitments. In addition to maintaining a family and attending school on a part-time basis, 82 percent of the part-time students in today's society are employed on either a part-time or full-time basis.

The total number of students enrolled in higher education is not expected to change dramatically by the year 1990; however, the national student profile is expected to change dramatically. It is expected that by 1990, 46 percent of postsecondary enrollment will consist of part-time students while full-time enrollment is expected to decline by 5 percent.

In making the transition from an industrial to a postindustrial or high technology society, industries such as coal, steel, and automaking have become less competitive abroad. As a result of this, structural unemployment has risen sharply and our workers are no longer trained or educated in a manner suitable for today's society or work force. If it is the intention of Congress to regain competitiveness in the international arena and attain increased employment at home, which I believe it is, then Congress must realize the utility and rationality of adult part-time education; after all, it is an investment in the future.

Under current law and program practices, part-time students are being treated with a great deal of inequity. Students attending college less than half-time are not eligible to receive Pell grants, guaranteed student loans, or national direct student loans. Perhaps the following case studies can best illustrate my point.

Tammy was a high school dropout. Took a GED, counseled with the evening college for nearly a year, was awarded financial aid, and attended the University of Akron whereby she took two courses and got A's in both. Inspired with this confidence, she wanted to continue; however, she could not receive any aid because of her part-time status. Needless to say, Tammy is no longer in school, but working to rear her two children.

John had a 2-year-old daughter who had an incurable disease. He made too much money for grants and needed a better position to pay for the doctor bills, which were in the tens of thousands. Over the summer, some friends of John gave him the money to begin classes in the fall. In September, John's child died but the debts remained. Yet, John cannot receive any financial assistance to continue his education.

Tom Elg resides in Pittsburgh, PA, has a wife and three children, and up until recently had been a strip mine worker in a West Virginia coal mine. Realizing that the coal industry was struggling and that he would soon be laid off, Tom decided to return to college in pursuit of a civil engineering degree. Tom's wife, Linda, decided to return to work as a registered nurse at the Children's Hospital in Pittsburgh, while Tom reared the children, worked as a part-time security guard, and attended the University of West Virginia on a part-time basis.

Upon seeking financial assistance, Tom realized that he could no longer receive a grant or a loan because of his part-time status. Tom is now attending college on a full-time basis; however, he is still unable to receive aid. Needless to say, the hardships caused by this are overwhelming. But, Tom is both a dedicated and diligent individual, and will succeed in his educational endeavors.

The United States Association of Evening Students strongly recommends that the Congress, when it reauthorizes the Higher Education Act, enact corrective legislation that will ameliorate the current inequalities that exist in today's higher educational system.

We fully endorse the recommendations of the National University Continuing Education Association to the Subcommittee on Postsecondary Education regarding a new title I. Those recommendations include, but are not limited to:

One, providing funds to colleges and universities to make nontraditional learners a priority;

Two, assist colleges to educate off-campus and other learners through the use of technology;

Three, support research regarding adult learning; and

Four, provide staff training in adult and continuing education.

Furthermore, we strongly urge the Congress to enact H.R. 2711, the Fair Financial Aid for Part-Time Students Act, introduced on June 11, 1985, by the Honorable Mario Biaggi. It is our hope that this act will update the student living cost allowances to fairly reflect actual living costs, revise the current day-care allowances to reflect actual costs and to include care for older relatives as well as children.

Mr. Chairman, I thank you for giving the United States Association of Evening Students the opportunity to speak before you today at this subcommittee hearing. I sincerely hope that when considering the reauthorization of the Higher Education Act you will consider the testimony presented by the United States Association of Evening Students.

Thank you.

Mr. Ford. Thank you.

[The prepared statement of Paul Guarnieri follows:]

Prepared Statement of Paul Guarnieri, President, United States Association of Evening Students

I am Paul Guarnieri, President of the United States Association of Evening Students. I am pleased to have the opportunity to meet with you today on behalf of the United States Association of Evening Students, a national non-profit educational organization committed to the enhancement of adult, part-time and evening education.

The nontraditional student, i.e. the adult, part-time, and evening student is currently in the process of altering the major assumptions and goals of this country's higher educational system. The total number of students enrolled in higher education is not expected to change dramatically by 1990; however, the national student profile is expected to change radically.

The most drastic change in higher education is the continued expansion of the part-time student population. Between 1972 and 1982, part-time student enrollment increased by sixty-five percent totalling forty-one percent of post-secondary enrollments, or five million students. It is expected that by 1990, forty-six percent of the post-secondary enrollment will consist of part-time students. In the meantime, full-time student enrollment is expected to decline by five percent in the 1980's.

The nontraditional student tends to be older than the traditional college student. By the year 1990, the number of students who are less than 25 years of age will drop from sixty-two percent to fifty-two percent.

The adult, part-time student most generally attends institutions of higher education on a part-time basis because of a number of other responsibilities. In addition to maintaining a family and attending an institution of higher education, eighty-two percent of the part-time students are employed either full or part-time.

WE ARE A POST-INDUSTRIAL SOCIETY

In today's society a major transition is under way—and that being the transition from an industrial to a post-industrial, or high technology society. Perhaps one of the most adversely affected segments of society that has felt the brunt of this transition is that of the structurally unemployed. Once considered the foundation of the United States economy; industries such as steel, coal, and automaking have become less competitive abroad resulting in enormous trade deficits.

Unemployment has risen at insurmountable rates, and the unemployed workers are no longer trained, or educated in a manner suitable for today's industry. If the U.S. is to become more competetive in the international arena; and if we are to attain increased employment at home, then the Congress must realize the utility and rationality of adult, part-time education. In considering the Higher Education Act, it is imperative that the Congress view part-time education as an investment into the future.

CURRENT PRACTICES

Under current law and program practices, part-time college students do not receive federal financial aid nearly commensurate with students in the same or even better financial circumstances attending college on a full-time basis.

Students attending college less than half-time are not eligible to receive Pell Grants, Guaranteed Student Loans, or National Direct Student Loans. Those students attending educational institutions on at least a half-time basis are eligible for these programs in addition to programs such as SEOG and work-study; however, these students receive far less support than would be expected based on their numbers and financial condition. In short, the adult and part-time student is not receiving federal financial aid on an equitable basis.

The financial aid policies of the local educational institutions undoubtedly discriminates against the adult part-time student. The nontraditional student is most generally unable to receive assistance from financial aid offices because funds are not allocated to said student. Furthermore, part-time students are ineligible to receive an overwhelming majority of the grants being offered by the institutions of higher learning simply because of their part-time status.

CASE STUDIES OF NEEDY ADULT PART-TIME STUDENTS

TAMMY. Tammy was a high school drop out; took a GED; Counseled with the evening college for nearly a year; was awarded financial aid; attended the University of Akron; took two courses; got A's in both. Inspired with this confidence, she wanted to continue; however, she could not receive any aid because of her part-time status. Needless to say, she is no longer in school, but working to rear two small children.

JOY. Joy has three children and no husband at the present time. She was suicidal and went to a minister, and the minister sent her to see the Dean of the Evening College and Summer Sessions at the University of Akron. The Dean helped her in obtaining some grants, and over a duration of time, she accumulated 15 hours of credits; received all A's and one B. Joy was no longer suicidal but happy; however, she attempted to obtain further financial assistance; was refused; and she is now back to square one. She cannot attend college.

JOANNE. Joanne has three children. Her husband left her when the oldest was seven; she began training to become a nurse and had to drop out because of a lack of finances. After her children were reared to a negotiable age, she returned to school with grants. Grants were stopped so she took out a loan. She could not pay her loan and received notice last week that they will attach her house. On September 1st, Joanne will be leaving her home with no place to go.

John. John had a two year old daughter who had an incurable disease. He made too much money for grants and needed a better position to pay for the doctor bills (in the tens of thousands); some friends gave him the money to start classes in September. In September his child died but the debts remained; yet he cannot receive any financial assistance to continue his education.

Mary. Mary was 55 before her children were reared. Her husband was a veteran who had been wounded severely and was handicapped. Despite the handicap, he became a CPA and made fairly decent money but not enough for all expenses in the years of time lost in educating the father. Mary applied for financial aid but was not awarded them because of the family circumstances. She borrowed money from the University of Akron to pay for the first semester. After waiting 55 years for her dream to come true, she died a month and a half after school began. Her minuscule insurance policy repaid the University debt.

Giselle. Giselle was a very brilliant high school student who went to the University of Akron on a grant. She got a job in a local store and made slightly more than an independant student could make at the time. Her home life was so bad and the tax paper work her parents provided was so impossibly confusing, that she was not able to get a second grant. She went to the Dean's office after having been recommended by an anonymous friend to do so. She had not eaten for three days and had walked into a grocery store, stolen some food so that she could at least be strong enough to study. She felt so guilty about stealing the food that she could no longer contain herself and wanted to give herself in. A friend made restitution for her and was able to get enough food for that day's substance. Upon checking her attendance it was found that Giselle had withdrawn from the University. Further investigation found that she was working in the store where she had taken the food. She had confessed to the owner and he hired her. She had saved some money to attend school, but when she went to retrieve it to pay her debts, she found that her parents had taken the money through subterfuge and she elected not to prosecute. She is still not in school.

Tom. Tom resides in Pittsburgh, Pennsylvania; has a wife and three children; and up until recently had been a strip mine worker in a West Virginia Coal Mine. Realizing that the coal industry he worked for was struggling, and that he would soon be laid off; Tom decided to return to college in pursuit of a civil engineering degree. Tom's wife decided to return to work as a registered nurse at Children's Hospital in Pittsburgh, while Tom reared the children, worked as a part-time security guard, and attended the University of West Virginia on a part-time basis. Upon seeking financial assistance; Tom realized that he could not receive a grant or a loan because of his part-time status. Tom is now attending college on a full-time basis; however, he is still unable to receive any aid. Needless to say, the hardships caused by this are overwhelming. But, Tom is both dedicated and diligent, and will succeed in his educational endeavors.

SPECIFIC RECOMMENDATIONS

The United States Association of Evening Students strongly recommends that the Congress, when it reauthorizes the Higher Education Act, take into consideration the changing reality of Higher Education in today's society. If the Congress is sincere in its dedication to adult, part-time, and evening education; then it is imperative that corrective legislation be enacted to ameliorate the current inequalities that exist in today's Higher Educational system.

Title I: The United States Association of Evening Students supports in its entirety, the recommendations of the National University Continuing Education Association to the Subcommittee on Postsecondary Education regarding a new Title I. Those recommendations include, but are not limited to:

(1) Provide funds to colleges and universities to make nontraditional learners a priority.

(2) Assist colleges to educate off-campus and other learners through the use of technology.

(3) Support research regarding adult learning.

(4) Provide staff training in adult and continuing education.

H.R. 2711, THE FAIR FINANCIAL AID FOR PART-TIME STUDENTS ACT

The United States Association of Evening Students also believes that the enactment of H.R. 2711, introduced on June 11, 1985 by the Honorable Mario Biaggi, is a matter of national interest. This act will accomplish the following:

(1) Update the student living cost allowance to fairly reflect actual current living costs.

(2) Revise the current day care allowance to reflect actual costs, and to include care for older relatives as well as children.

(3) Assure that independent students with dependents are required to contribute no more to their education than dependent students. Today, this is not the case.

(4) Open Pell Grants, Guaranteed Student Loans and National Direct Student Loans to students attending college less than half-time.

(5) Require that institutions with needy part-time students devote a reasonable proportion of their campus-based aid to those students and provide information to them about available financial opportunities.

Mr. Chairman, on behalf of the United States Association of Evening Students, I would like to thank you for giving us the opportunity to testify before your Subcommittee. I am both confident and hopeful that you will give serious consideration to our recommendations for modifying the Higher Education Act via Title I and H.R. 2711.

Mr. FORD. Janet Hansen.

STATEMENT OF JANET HANSEN, DIRECTOR FOR POLICY ANALYSIS, WASHINGTON OFFICE, THE COLLEGE BOARD

Ms. HANSEN. Mr. Chairman and members of the subcommittee, I am Janet Hansen, director for policy analysis in the Washington office of the College Board. I am pleased to present to you this morning the findings of three papers the College Board has published over the last 5 years on the interaction of income maintenance and student assistance programs. I will be discussing from another viewpoint the problems that Susan Berube has already so eloquently described from an individual student's perspective.

Federal student assistance programs were created to help equalize educational opportunity. Educational opportunity for the Nation's most disadvantaged citizens, however, may be hindered by the way student aid programs interact with other Federal programs designed to help maintain the income of the poor, the handicapped, the unemployed, and the disabled. These latter programs, known as income maintenance or public assistance, include such things as Aid to Families with Dependent Children, food stamps, Medicaid, and public housing assistance.

In my oral remarks I will focus on the AFDC Program. My written statement and our papers, which have been submitted to the subcommittee, briefly review the others.

We found that individuals receiving benefits from both student aid and income maintenance programs can indeed be caught in a catch-22 situation. Receiving financial assistance to attend college can have the effect of reducing aid received for other basic living expenses. Moreover, the laws and regulations that determine how individuals will fare if they are eligible for both kinds of programs differ from place to place. They sometimes appear so confusing that they may in themselves constitute a strong disincentive for the very poor to enroll in college.

In this testimony I shall attempt to explain how these penalties come about. I will also discuss some of the reasons why it is difficult to remove these penalties by Federal fiat, especially when, as in the Nation's basic welfare program, an important value is shared responsibility between Federal and State governments. Shared responsibility means shared decisionmaking and implies that State and local decisionmakers may have differing views on the proper relationship between welfare and student aid programs.

AFDC is the major program designed to provide basic subsistence to the Nation's poorest citizens. The 1981 Budget Reconciliation Act eliminated Federal payments for 18- to 21-year-old dependents in AFDC families who were enrolled in college, leaving heads of AFDC households as virtually the only group of recipients still able to attend college while retaining AFDC benefits. Nevertheless, there are still a large number of current AFDC beneficiaries who could be affected by program inconsistencies if they desire to enroll in college.

AFDC recipients attending postsecondary education can lose welfare benefits if they receive student aid because both sets of programs can provide money for paying, yet use different standards in calculating the daily living expenses and instructional cost of postsecondary education. States are given fairly wide discretion in setting rules for AFDC because they jointly fund the program with the Federal Government, and they differ in their treatment of student aid in determining eligibility for public assistance.

Federal rules prohibit AFDC from counting any Federal grants as family income in determining AFDC benefits. In many cases, however, AFDC will count State and/or institutional grants as income to the extent that they exceed direct instructional costs and living expenses. Furthermore, AFDC benefits may be reduced because the allowance for living expenses given by student aid is usually more generous than the poverty level standard used in public assistance programs.

Welfare recipients attending college usually encounter expenses over and above those they would have anyway, such as the cost of books, meals on campus, commuting, and child care. The welfare office may not recognize such items as allowable costs of education, though it normally disregards student aid that covers educational expenses when determining AFDC eligibility.

If welfare caseworkers do recognize any of these expenses, they may exempt only standardized allowances rather than actual expenses, even if the latter are demonstrably higher. In several States students have had to sue welfare agencies in order to have their actual expenses counted by welfare administrators. Suits have also been filed to determine how far the Federal prohibition against counting Federal grants and loans as family income when determining AFDC eligibility should be extended. College Work-Study, in particular, which does not fall, clearly, under the grant or loan proviso has been the subject of litigation.

In recent years, stricter job search and work requirements in AFDC have added to the difficulties welfare recipients face if they wish to enroll in college. There has been a trend away from viewing postsecondary education and training as options for AFDC beneficiaries and toward a new emphasis on employing these individuals as quickly as possible.

A final problem faced by welfare recipients interested in college is simply confusion resulting from overlapping programs and inconsistently applied rules. We found that it is practically impossible for an AFDC family to determine in advance of enrollment what resources it will have available if one of its members goes to college since public assistance benefits depend so directly on the exact nature of the other assistance received.

In some States the complexity of the systems actually seems to have made some public assistance administrators hostile to student aid since the complicated adjustments that result when AFDC and student aid interact make the already cumbersome process of determining AFDC eligibility even more difficult.

One critical finding from our research, especially our most recent paper by Paul Franklin, is that many of the problems facing welfare recipients who wish to enroll in college can be overcome when student aid and welfare administrators work together to minimize the difficulties caused by two very different kinds of benefits and numerous specific programs. Examples of significant cooperation abound at the campus and local level and collaboration has been successful at the State level in places like Massachusetts, California, and Wisconsin.

Conflicting policies in student aid and AFDC can be overcome, but only where there is a will to do so. Prospects for overcoming conflicts are poor where AFDC agencies or administrators place a high priority on reducing current public assistance costs by decreasing the welfare role and where, as a result, postsecondary education is not viewed as a legitimate pursuit for AFDC recipients.

There are a number of ways in which Federal policy could be changed to reduce conflicts between student aid and welfare and to ensure that welfare recipients attending college have sufficient resources to meet all of the expenses they are likely to face. Each of these suggestions, however, is fraught with difficulties which must be weighed along with benefits that might be gained from changing the current system.

For example, the Federal Government could require that all public assistance programs adopt the same rules regarding the treatment of student aid. It could require States to disregard all student assistance, not just Federal aid, in calculating welfare eligibility, or at least to exempt aid given for educational expenses defined in a consistent way nationwide. Such changes, however, would remove discretion that has traditionally been given to States in accordance with their shared financial responsibility for programs such as AFDC and would engage the Federal Government in making decisions that have spending implications for the States.

Likewise, the Federal Government might change the definition of "cost of attendance" or the terms of need analysis in Federal student aid programs to include child care, although such a change would mean little unless funds were available to meet the increased eligibility not only of welfare recipients in college, but of other student aid program beneficiaries with children.

Mr. Chairman, I commend the subcommittee for focusing attention on the problems faced by welfare recipients who wish to pursue postsecondary education. We have been told that our publications on this subject has spurred interest in the problems and have encouraged affected parties to get together to discuss solutions. This hearing ought to be even more significant in fostering such a dialog. Our research shows that if welfare and student aid administrators develop compatible goals and mutual good will apparent contradictions in policy need not restrict educational opportunity for the Nation's most disadvantaged citizens. Beyond this, Congress can make clear its intention to support educational opportunity for the seriously disadvantaged by working to remove contradictions in national policy on public assistance and student aid.

There are practical and philosophical dilemmas in achieving consistency between two complicated sets of programs, only one of which comes under the jurisdiction of this subcommittee. The effort, however, must be made if Federal education programs are to achieve their goal of removing financial barriers to higher education.

This concludes my formal statement, and I would be glad to answer any questions you and your colleagues might have.

Mr. FORD. Thank you very much.

[The prepared statement of Janet S. Hansen follows:]

PREPARED STATEMENT OF JANET S. HANSEN, DIRECTOR FOR POLICY ANALYSIS, WASHINGTON OFFICE OF THE COLLEGE BOARD

Mr. Chairman and members of the subcommittee, I am Janet Hansen, Director for Policy Analysis in the Washington Office of the College Board. I am pleased to present to you this morning the findings of three papers the College Board has published over the last five years on the interaction of income maintenance and student assistance programs. Our publications were based largely on the work of four analysts working with the office: Nancy Mudrick, Paul Franklin, David Paul Rosen, and Beatriz Clewell. Along with this statement, I am submitting copies of the papers [1] for the committee's information.

The College Board, an association of 2,500 schools and colleges, has been engaged in the movement during the past quarter century to eliminate financial barriers to higher education through aid to students. Since the mid-1960's, the Board's Washington Office has focused special attention on the expansion of federal need-based assistance programs and has conducted policy research on student aid.

Federal student assistance programs were created to help equalize educational opportunity. Educational opportunity for the nation's most disadvantaged citizens, however, may be hindered by the way student aid programs interact with other federal programs designed to help maintain the income of the poor, the handicapped, the unemployed, and the disabled. These latter programs, known as "income maintenance" or "public assistance," include such things as Aid to Families with Dependent Children, Food Stamps, Medicaid, and Public Housing Assistance.

We found that individuals receiving benefits from both student aid and income maintenance programs can indeed be caught in a "catch-22" situation: receiving financial assistance to attend college can have the effect of reducing aid received for other basic living expenses. Moreover, the laws and regulations that determine how individuals will fare if they are eligible for both kinds of programs differ from place to place. They sometimes appear so confusing that they may in themselves constitute a strong disincentive for the very poor to enroll in college.

Our last report concluded that there is: "an apparent contradiction in federal policy. On the one hand, the federal government has sought to increase educational opportunity by providing financial aid programs to help meet college costs for those unable to pay for postsecondary education on their own. The substantial federal investment in student aid programs is premised on the belief that attainment of a college education provides the best opportunity for low-income citizens to break the poverty cycle . . . On the other hand, low-income people may be penalized by the public assistance programs upon which they rely for basic subsistence if they try to take advantage of student financial aid programs and pursue higher education."

In this testimony I shall attempt to explain how these penalties come about. I will also discuss some of the reasons why it is difficult to remove these penalties by federal fiat, especially when (as in the nation's basic welfare program) an important value is shared responsibility between federal and state governments. Shared responsibility means shared decision-making and implies that state and local decisionmakers may have differing views on the proper relationship between welfare and student aid programs.

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[1] Paul L. Franklin, "College Opportunity and Public Assistance Programs: Ideas for Resolving Conflicts," College Board, 1984. Janet S. Hansen, "Income Maintenance Programs and College Opportunity," College Board, April, 1982. Nancy R. Mudrick, "The Interaction of Public Assistance and Student Financial Aid," College Board, 1980.

Our papers touch on a number of income maintenance programs but concentrate primarily on the interaction of student aid and the largest program providing basic income assistance: Aid to Families with Dependent Children (AFDC). In other cases, legislative changes have in effect eliminated inconsistencies by eliminating or greatly reducing student participation. For example, the 1981 Omnibus Budget Reconciliation Act ended Social Security student benefits. Other legislative restrictions enacted over a decade have left few students eligible to receive Food Stamps, though regulations make it almost certain that student aid, except for amounts used to pay tuition and mandatory fees, will be counted as unearned income and will cause Food Stamp benefits to be reduced for the few students remaining in the program. Medicaid interacts with student aid mainly through its tie to AFDC. AFDC recipients are automatically eligible for Medicaid, but if the receipt of student aid causes them to lose their AFDC eligibility, they may (depending on the state) lose Medicaid eligibility as well.

AFDC is the major program designed to provide basic subsistence to the nation's poorest citizens. The 1981 budget reconciliation act eliminated federal payments for 18-to-21 year old dependents in AFDC families who were enrolled in college, leaving heads of AFDC households as virtually the only group of recipients still able to attend college while retaining AFDC benefits. Nevertheless, there are still a large number of current AFDC beneficiaries who could be affected by program inconsistencies if they desire to enroll in college.

AFDC recipients attending college can lose welfare benefits if they receive student aid because both sets of programs can provide money for paying—yet use different standards in calculating—the daily living expenses and instructional costs of postsecondary education. States are given fairly wide discretion in setting rules for AFDC, because they jointly fund the program with the federal government; and they differ in their treatment of student aid in determining eligibility for public assistance. Nancy Mudrick wrote in 1980 that: "The AFDC program has varying rules that sometimes count student aid as family income and sometimes do not, depending on the state involved and the source of the assistance. Federal rules prohibit AFDC from counting any federal grants as family income in determining AFDC benefits. In many cases, however, AFDC will count state and/or institutional grants as income to the extent that they exceed direct instructional costs and (for residential students) costs for room, board, and perhaps other living expenses. Since student aid grants frequently cover allowances for personal expenses, travel, and so forth, the net effect on the family may be a reduction in the AFDC payment equal to the amount of student aid received for these noninstructional education expenses. Furthermore, AFDC benefits for families of commuter students may be reduced because the allowance for living expenses given by student aid is usually more generous than the poverty level standard used in public assistance programs."

Welfare recipients attending college usually encounter expenses over and above those they would have anyway, such as the costs of books, meals on campus, commuting, and child care. The welfare office may not recognize such items as allowable costs of education, though it normally disregards student aid that covers educational expenses when determining AFDC eligibility. If welfare caseworkers do recognize any of these expenses, they may exempt only standardized allowances rather than actual expenses, even if the latter are demonstrably higher. In several states, students have had to sue welfare agencies in order to have their actual expenses counted by welfare administrators. Suits have also been filed to determine how far the federal prohibition against counting federal grants and loans as family income when determining AFDC eligibility [2] should be extended: while Pell Grants, Supplemental Educational Opportunity Grants, National Direct Student Loans, and Guaranteed Student Loans are clearly covered, College Work-Study and State Student Incentive Grants are more problematic. College Work-Study in particular, which does not fall clearly under the "grant or loan" proviso, has been the subject of litigation.

In recent years, stricter job search and work requirements in AFDC have added to the difficulties welfare recipients face if they wish to enroll in college. There has been a trend away from viewing postsecondary education and training as options for

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[2] Higher Education Amendments of 1968, Pub. L. 90-575, title V, sec. 507, 82 Stat. 1063: "For the purpose of any program assisted under title I, IV, V, XIV, XVI, or XIX of the Social Security Act, no grant or loan to any undergraduate student for educational purposes made or insured under any program administered by the Commissioner of Education shall be considered to be income or resources."

AFDC beneficiaries and toward a new emphasis on employing these individuals as quickly as possible. Again, there is great variation across the nation, as states are empowered to decide whether to set up "workfare" or other job programs for AFDC recipients, how tightly to structure requirements for participation, and whether to allow education and/or training as recognized elements in individual recipients' "employability plans."

A final problem faced by welfare recipients interested in college is simply confusion resulting from overlapping programs and inconsistently-applied rules. Mudrick summarized the problems this way: "It is practically impossible for an AFDC family to determine in advance what resources it will have available if one of its members goes to college, since public assistance benefits depend so directly on the exact nature of other assistance received. Not only will these resources not be known until the student is ready to enroll in school, but the family will be unlikely to detect any error that may be made as AFDC is adjusted to account for student aid benefits received. In some states, the complexity of the systems actually seems to have made some public assistance administrators hostile to student aid, since the complicated adjustments that result when AFDC and student aid interact make the already cumbersome process of determining AFDC eligibility even more difficult."

One critical finding from our research, especially the most recent paper by Paul Franklin, is that many of the problems facing welfare recipients who wish to enroll in college can be overcome when student aid and welfare administrators work together to minimize the difficulties caused by two very different kinds of benefits and numerous specific programs. Examples of significant cooperation abound at the campus and local level, and collaboration has been successful at the state level in places like Massachusetts, California, and Wisconsin. For instance, Massachusetts welfare policy explicitly recognizes education through the baccalaureate level as an acceptable activity for AFDC recipients. California has a program that encourages AFDC recipients to attain high school diplomas, postsecondary certificates, or associate degrees as a way to break out of the welfare cycle. And Wisconsin has developed a written set of joint procedures for both student financial aid administrators and the Division of Family Services to ensure that receiving student aid does not unduly penalize AFDC recipients. The result of the Wisconsin agreement is that the AFDC benefits of a recipient attending school and receiving student aid will remain intact, regardless of the source of the aid.

Conflicting policies in student aid and AFDC can be overcome, but only where there is a will to do so. As Franklin points out, "we found that the prospects for overcoming conflicts between AFDC and student aid vary significantly from place to place. They are poor where AFDC agencies or administrators place a high priority on reducing current public assistance costs by decreasing the welfare roll and where, as a result, postsecondary education is not viewed as a legitimate pursuit for AFDC recipients."

Mudrick suggested a number of ways in which federal policy could be changed to reduce conflicts between student aid and welfare and to insure that welfare recipients attending college have sufficient resources to meet all of the expenses they are likely to face. She noted, however, that each of her suggestions is "fraught with difficulties—conceptual, fiscal, or operational"—which must be weighed along with benefits that might be gained from changing the current system. For example, the federal government could require that all public assistance programs adopt the same rules regarding the treatment of student aid. It could require states to disregard all student assistance, not just federal aid, in calculating welfare eligibility or at least to exempt aid given for educational expenses defined in a consistent way nationwide. Such changes, however, would remove discretion that has traditionally been given to states, in accordance with their shared financial responsibility for programs such as AFDC, and would engage the federal government in making decisions that have spending implications for the states. Likewise, the federal government might change the definition of cost of attendance or the terms of need analysis in federal student aid programs to include child care, though such a change would mean little unless funds were available to meet the increased eligibility not only of welfare recipients in college but of other student aid program beneficiaries with children.

These examples suggest that modifying policies and procedures to make student aid and public assistance interact more smoothly and consistently is not an easy task. In addition to the practical problems involved, Mudrick has pointed out that the quest for consistency runs headlong into: "basic philosophical questions about the responsibility for, and the adequacy of, support for persons who receive public assistance as well as student financial aid . . . (and) touches on an issue that has been debated since the inception of public assistance. That is, to what extent should the welfare system merely relieve the distress of the needy or attempt to alter the situations which created that need? Students dependent on public assistance are caught between the long-run social objective of education as a means to upward mobility and reduced dependency, and the short-run desire to use all available resources in order to reduce the current costs of welfare."

Mr. Chairman, I commend the subcommittee for focusing attention on the problems faced by welfare recipients who wish to pursue postsecondary education. We have been told that our publications on this subject have spurred interest in the problems and have encouraged affected parties to get together to discuss solutions. This hearing ought to be even more significant in fostering such a dialogue. Our research shows that if welfare and student aid administrators develop compatible goals and mutual good will, apparent contradictions in policy need not restrict educational opportunity for the nation's most disadvantaged citizens.

Beyond this, Congress can make clear its intention to support educational opportunity for the seriously disadvantaged by working to remove contradictions in national policy on public assistance and student aid. There are practical and philosophical dilemmas in achieving consistency between two complicated sets of programs, only one of which comes under the jurisdiction of this subcommittee. The effort, however, must be made if federal education programs are to achieve their goal of removing financial barriers to higher education.

This concludes my formal statement. I would be glad to answer any questions you and your colleagues might have.

Mr. **Ford**. Mr. Guarnieri, we have been forced to use at least half-time as a definition of a part-time student for aid. Have you and the members of your assocation sought out a better definition than that?

Mr. **Guarnieri**. Well, we make a distinction between half-time and less-than-half-time students. Half-time students and above can and are eligible to receive NDSL and GSL grants. However, they are not allocated to them accordingly, to the number of students that we represent. However, the less-than-half-time student, the student that takes six credits or less, is simply not eligible to receive financial grants and loans, such as the NDSL loans, whatsoever.

Mr. **Ford**. I understand that. But how do you want to define a part-time student for qualifying for aid?

Mr. **Guarnieri**. Well, it is our opinion that a part-time student should be treated and should be defined as any other student within the higher educational institution. Simply because he is attending an educational institution on a part-time basis, not taking a certain amount of credits——

Mr. **Ford**. That sounds nice. What is your definition that you think we ought to have in the statute for a part-time student?

Mr. **Guarnieri**. Can you ask that one more time, Mr. Chairman. I am sorry.

Mr. **Ford**. Well, suppose a group of a housewives out in McLean decide that they heard that there is a course in art appreciation being given someplace and they decide that that would be a nice thing to do on Wednesday evenings. They are part-time students.

Mr. **Guarnieri**. OK.

Mr. **Ford**. Is that who you have in mind?

Mr. **Guarnieri**. Well, it would certainly encompass that. A part-time student would be one that desires, or is unable to attend an educational institution——

Mr. **Ford**. Now, I have nothing against one course in art appreciation. But given the resources we have, I question whether you want to take resources away from students who are pursuing something for their career and give it to people who may have aesthetic purposes in mind when they decide to take a course or two.

Now, how do you draw the line between those? Or are you suggesting that we should use the resources for that type of student?

Mr. Guarnieri. We draw the line based on whether or not it is a degree program versus a nondegree program.

Mr. Ford. So your first limitation on a part-time student would be that their study would have to be a study for credit toward a degree?

Mr. Guarnieri. I believe so, yes. I think that a degree ought to be the goal in mind for the part-time student. The part-time student takes sometimes 4, sometimes 7, sometimes 15 years to obtain their education. We believe that what we consider as the part-time student that we are seeking aid for is one that is seeking it for degree purposes.

Mr. Ford. Would you like to submit for us the language that you would like to see in the statute defining a part-time student?

Mr. Guarnieri. Yes, sir; I would be more than happy to.

Mr. Ford. Mr. Hayes?

Mr. Hayes. Thank you, Mr. Chairman. I was really impressed with the testimony of Ms. Berube. It brought to mind that song of a number of years ago, "One In A Million." To really be willing to cite your own experiences, or you opted for a degree program rather than a short-term vocational training program in order to get a job, and what you went through in order to achieve that objective.

You mentioned, and I understood you, maybe—I want to find out if I correctly understood you. You have stated now that you are in a graduate school, I think.

Ms. Berube. I am not actually enrolled in a graduate program, but I am taking courses that relate to the position that I presently have that will enable me to advance my career within the company that I am presently employed.

Mr. Hayes. And you said that currently that program is being financed by your employer?

Ms. Berube. Yes. Right.

Mr. Hayes. There aren't too many that generous, I must say to you. You are very fortunate.

But you also mentioned something that sort of attracted my attention. That is, when they came around and you thought about maybe trying to get a student loan. If you did it, that would have to be at the expense of the public assistance that you were getting at that time.

Ms. Berube. Yes.

Mr. Hayes. Did you actually get the student loan?

Ms. Berube. I had already had at that point. I slipped and mentioned it, and I shouldn't have.

No, I mentioned it to the caseworker not knowing that it would have an adverse effect.

Mr. Hayes. You had it at that time?

Ms. Berube. I had the loan.

Mr. Hayes. Did you repay the loan?

Ms. Berube. It was deducted from the amount of money that I was receiving for AFDC funding.

Mr. **Hayes**. Oh, so they repaid it.

Ms. **Berube**. Yes, it was deducted.

Mr. **Hayes**. Now, Ms. Hansen, I was wondering, you mentioned the Aid to Families With Dependent Children Program, and this is very prevalent in my district because in terms of per capita income it is one of the poorest districts in the whole State of Illinois, and it ranks pretty high nationally. You mentioned if they got a student loan that they stand to lose Aid to Families With Dependent Children Program. Do you have any figures or are any figures available as to the number of students who are actually on aid programs now attending colleges or universities? Are there any figures available to indicate that percentage?

Ms. **Hansen**. The last figures that I have, and there may be more up-to-date figures available. The last numbers that I have seen go back almost 10 years, and at that time there were about 250,000, I think, if I recall correctly, AFDC recipients. But about 150,000 of those were 18- to 21-year-olds who were eliminated from AFDC in the 1981 Budget Reconciliation Act.

Kristin Stelck earlier this morning said that about 2 percent of AFDC current recipients were enrolled in school. She may have more up-to-date statistics in her paper than my 1975 numbers. But I would say, if the 1975 numbers are approximately correct now, it might be something on the order of 100,000 or more.

I think the real issue in this area has to do with the number of potential students. There are many, many more AFDC household heads who might be able to enroll if some of these barriers could be reduced.

Mr. **Hayes**. That is precisely the point that I wanted to get to. There are lots of people who are recipients of aid programs who would like to take advantage of any opportunity to enter institutions of higher learning, but are deprived of it because of fear of loss of what they are getting or having it reduced to the point where they can't exist. So this is a real dilemma people in that economic status are really faced with.

Thank you, Mr. Chairman.

Mr. **Ford**. I am puzzled because the current regulations for AFDC eligibility spell out that the following items are excluded from income in determining the eligibility and benefits to be received under AFDC:

> Any grant or loan to any undergraduate students for educational purposes made or insured under any programs administered by the Secretary of Education; other loans and grants, such as scholarships, obtained and used under conditions that preclude their use for current living costs.

Therefore, if they are deducting any of the Pell grants, GSL's, NDSL's, from the AFDC for the purpose of determining either eligibility or the size of the grant, they are violating the regulations. Other loans and grants, such as scholarships, obtained and used under conditions that preclude their use for current living costs are excluded. But if the loan or grant is obtained under circumstances where its use is not precluded from duplicating the living cost allowance in AFDC, then that portion of it is taken into account.

Now, you are both telling me that that is not the way they are doing it?

Ms. Hansen. Mr. Chairman, let me make a couple of points. First, you are correct about the prohibition against considering Federal assistance. In fact, on the local level some students and advocate groups for students have had to exert efforts to make sure that that practice is actually followed by the welfare office. I have heard of student aid officers, for example, that include letters to the welfare office in every one of their student aid grants to an AFDC recipient, so the AFDC recipient can take it to the caseworker and say, "You may not count this student aid." There have been problems, but I think you are right there is a clear legal prohibition and that can be used in appeals to overturn any adverse decisions by the welfare office. Although people do have to know about it, and that is an area where a lot of work has been done in some cases.

Second, many grants that are given by States and institutions are not specifically for tuition, which deals with the second part of your question. They are simply general student aid grants, and they don't—it is often the case that caseworkers will not interpret such a grant as falling under the provisions that you read. If a grant is specifically given for tuition, it clearly does. But a general purpose student aid grant which is not defined as being for tuition only, may be considered, if it is not a Federal grant, by the AFDC office.

And the reason that you run into problems when that happens is that AFDC in many cases uses a very low standard of living for living expenses. Student aid programs tend to use what is called the Bureau of Labor Statistics Low-Moderate Standard of Living, which is higher, so that if a student receives living expenses under that standard and those living expenses are meant to include things like books, and commuting costs, and meals on campus, and other, perhaps child care, the AFDC office may say that is more income than our standards allow for; therefore, we will reduce your grant. And there is nothing in the current law that would preclude them from doing that as long as the student aid they are considering is not Federal student aid. And for most very-low-income students, they are going to have additional student assistance beyond the Federal programs; that is the only way they can enroll in school.

Mr. Ford. Well, I am informed that it is that area you are just talking about that makes for the State deviation that you described more generally. I thought I heard you saying that the States were deviating and applying the first part of this prohibition with respect to Federal aid.

Ms. Hansen. Excuse me. If I implied that, I was wrong. They do not vary in the Federal prohibition.

Mr. Ford. The problem comes down to whether a State considers transportation to and from school, child care, and things of that kind as educational costs.

Ms. Hansen. That is a part of the problem. And if they do include it, whether they include real budgets or some standard allowance. There have been court cases, for example, in New Jersey, where a student went to court, suing the welfare agency to allow her to deduct her verifiable costs of commuting which were higher than the standard commuting allowance that the welfare office was including in its budget.

Mr. **Ford**. How could you write legislation or a regulation clearer than this that would prevent people from doing it?

Ms. **Hansen**. One of the things you could do is to first of all extend the Federal prohibition, which now only covers Federal grant and loan programs, to cover all student assistance. Another thing that you could do is to require AFDC to use a standard kind of student budget that corresponds in some fashion to the budgets allowed in the student aid programs.

But I have to caution you, I think this is a very tricky area because welfare administrators are not required to allow AFDC recipients to pursue education at all. So if they start out hostile to education as an option, if they believe that AFDC students should simply be gotten into employment as quickly as possible, then to the extent that you strengthen the current prohibitions in the student aid area, it is conceivable that some welfare offices might just say, "The way we will handle that is we won't allow students to enroll in school at all."

I think if you do try to strengthen the prohibitions in Federal legislation I would encourage you to monitor the situation over the next few years to try to see if in fact the problems that welfare recipients are now experiencing are being overcome or whether some of the negative effects that I have described are happening.

I think on balance, even though I recognize that tradeoff on that potential problem at the local level, I would encourage you to try to find some of these sorts of solutions at the Federal level. I think that doing so makes an important statement from the Congress which hasn't been made as clearly before; and that is, that in setting up these programs, both public assistance and student aid, it is the intent of Congress that welfare recipients have the opportunity to pursue education as a way of eventually removing themselves from the welfare rolls.

In some instances at the State and local level having that kind of encouragement, having the two sets of agencies begin working together, has, in fact, overcome some of the hostility that existed in the past on the part of AFDC. And in some States, the local administrators have been able to work out very good agreements so that the kinds of problems that Susan Berube and I have been describing this morning don't occur.

I might point out to you the situation in Wisconsin, which we described in the most recent of our papers, where a statewide agreement between the student aid administrators and the State public assistance agency have eliminated contradictions in the actual operation of the program, even within the confines of the current inconsistencies at the Federal level.

Mr. **Ford**. Your organization did a study, and one of the charts that they prepared was called "Highlights of 1981 Omnibus Reconciliation Act and Effects on Postsecondary Students," which you pointed out changes that were made during that reconciliation process that effected difficulties. But they were all changes in the AFDC law, not in the Student Aid Program.

Ms. **Hansen**. The problems in this area really emerge, I think, on the public assistance or AFDC side because that is where the standard living allowances are lower. That is where benefits get reduced if benefits from the other program are counted.

It is true that student aid programs consider AFDC as a source of income when deciding on the appropriate family contribution, and therefore the amount of eligibility for aid. But in point of fact, AFDC benefits are low enough in virtually every State that inclusion of that is not likely to affect a student's eligibility for student aid.

Mr. **Ford**. Well, you have four categories of changes that were made and there are none of them on their face reachable by legislation we have before us because they are all changes in the AFDC eligibility calculation. I don't think anybody around here claims that those who supported the 1981 reconciliation knew what was in it. But it is not within the purview of this committee to unravel that portion of it.

Federal regulation, for example, does not contemplate merely AFDC payments when it talks about "other loans and grants, such as scholarships, obtained and used under conditions that preclude their use for current living costs." That is an AFDC regulation. The test, I guess, comes down to whether or not it increases the availability of funds for current living costs as distinguished from paying for additional costs incurred for the purpose of getting an education. And that draws an even finer line between transportation to and from school or transportation, and eating away from home at school as opposed to eating, period.

Apparently, when they were writing the regulation, they took into account the fact that it would not necessarily be State money or Federal money, but could be private money as well, or institutional money. Some lady had some institutional money in her scholarship which under this regulation should be excluded from computation of her AFDC if it was directed at noncurrent living costs or expenditures.

Ms. **Hansen**. Sometimes institutional aid officers do that very deliberately and sometimes in conjunction with the AFDC office. When the institutional aid officer, for example, awards an institutional grant, he or she will specify that it is meant for tuition, and then by prior agreement the AFDC office will say, OK, that is meant for tuition so we won't count it.

But again, in part, that comes back to a feeling of cooperation and good will between the two agencies.

Mr. **Ford**. Mr. Perkins.

Mr. **Perkins**. Just as an informational point, quickly. Social Security benefits, are they included? If someone is drawing disability from Social Security on a child, are their Social Security benefits actually decreased if they are receiving a student loan?

You know, I am trying to jog my memory. I have run across some cases where I think that has been true.

Mr. **Ford**. One of the other things that the 1981 reconciliation did was knock out the student allowance for the orphan in the Social Security, which had been extended years ago through age 22 if they were attending school, so that it took the load off the family of losing the family's share of that child while they were going to school and not working. In 1981 that was knocked off, and it has saved several billion dollars since then. The last children affected by that I guess are finishing school this year, or did finish school this year.

It phased out and said nobody else going into college will be covered by this. Those who are still in will continue, and over the 4-year period all of the eligible children who generally were orphans, orphaned by the breadwinner who made them eligible for the Social Security benefit, but also it could be children of a totally disabled person on Social Security.

My impression is that the child under 18, that payment is still excluded.

Mr. **Perkins**. Basically, other than that I just commend the panel on their discussion. I think in terms of the part-time student the situation of 6 hours or less for someone who is trying to get a degree over a period of time is a very strict, a very difficult limitation that we have to look at seriously.

The chairman has again pointed out the problem of how do you define that sort of student and not take funds away from someone who is actually trying to better themselves over the long term versus someone who has, perhaps, a nice goal but an aesthetic goal or something that is not going to be productive to the economic unit. I think that is really what we are looking at in terms of this committee.

I also think that there is a very good point, and again I have a few questions in my own mind concerning the—I don't think it is just AFDC. We are talking about Social Security, a variety of areas, where people who actually want to get loans to go to college are finding other benefits being cut. This is a generalized problem that I have encountered numerous times in the last several months. And if you see these people who are trying to better themselves and they are being actually cut, it is a disincentive to try to improve. I think that has been pointed out here today, and I commend you on your testimony.

Mr. **Ford**. Thank you very much.

Without objection, the record will be held open for 5 days for Mr. Gunderson to insert a prepared statement at the appropriate point in the record.

The committee will stand adjourned for today.

[Additional material submitted for the record follows:]

Alexandria, VA, *July 12, 1985.*

Hon. William D. Ford,
Chairman, House Subcommittee on Postsecondary Education,
Cannon House Office Building, Washington, DC.

Dear Congressman Ford: I was present at the hearing on July 9 and was very interested in all the proceedings. This was my first congressional hearing. Since it was not possible for me to appear as a witness, I had spoken previously to Ms. McAdam, I am enclosing an abstract on lifelong learning for your perusal. I hope that you and the committee find it of interest. It is a major concern of mine.

I am a non-traditional student, being in a doctoral program in higher education at GW at the age of fifty. Furthermore I am a grandmother and taught in the elementary school for twenty-one years. I became completely "burned out." I fully intend to continue in the world of work for at least twenty more years. I do not find that I am unique in this respect. My mother worked as an ADA dietition until age seventy.

I have recently written and produced an educational TV show for FCAC Channel 10 in Fairfax County which has been shown several times. The subject of the show was "Lifelong Learning Today." I plan to make several more in a series of shows with a focus on different aspects of lifelong learning, changing careers and so on.

I will be engaged in numerous educational projects for the next few years as I work towards my doctorate. I am also non-traditional in that I work full-time as an executive aide in the Naval Science Department at GW in order to receive tuition benefits. That is my only income. My salary is about half of that which I was earning as a teacher with a master's degree plus in Florida but I am "making the sacrifice" and most of the time I consider it well worth my efforts. I want that Ph.D. and the opportunities that it will afford me.

I expect to attend more of the hearings which your committee will be holding since I am extremely interested in legislation focusing on educational matters.

I had planned to speak to you after the hearing but it was necessary for me to leave shortly before it was over. I look forward to meeting you next time.

Yours truly,

JANEAN HOLWAY.

Enclosure.

ABSTRACT: LIFELONG LEARNING—THE ENHANCEMENT OF HUMAN POTENTIAL

As our life span as human beings increases, we are finding, and will continue to find, that there will be time and the desire to do many things after the age when it has been traditional to retire. The increased life span, the extended good health and the inclination to continue to be active and productive will allow people to stay in a career longer, by choice. By the same token, people who have been used to mental stimulation and continuing educational growth will still desire to keep their minds active by participating in formal and informal learning situations. The average level of educational attainment for older adults is increasing rapidly. Colleges and universities, community colleges, agencies such as YMCA/YWCA, churches and recreation departments are experiencing growing interest from the older segment of the population for services.

This continuing pursuit of knowledge on the part of the older adults in our population is another potential source of income which can and should be tapped to help stabilize the economic problems colleges and universities are facing with the decline in population and enrollment of young adults.

Older adults are interested in formal learning through traditional institutions of higher education, i.e., earning advanced degrees—often just for their own personal fulfillment and sometimes for the purpose of changing careers. Many are also interested in more informal education such as continuing education departments offer, i.e., more short term programs of study to improve skills in subjects they find interesting such as computers or fund-raising. Those updated skills can be used in such areas as volunteerism. Another area of interest is in very informal learning such as arts and crafts, physical fitness, nature study and music. Other types of lifelong learning experiences include: Elderhostel, living on a college campus and participating in college life for a week; travel; correspondence courses; credit by examination, such as GED and CLEP: and, one of the most popular methods of adult education is through self-directed learning utilizing libraries, museums, telecourses and other available resources.

Since we have long been oriented to the idea that education is appropriate for the young but not for the older adult, a change in attitude will have to take place across the board so that society will begin to realize that older adults desire to and can successfully participate in the aspects of lifelong learning that interest them. Some older adults will also need to be given encouragement to become involved in educational experiences, since this concept is new to many in that age group. Plans for special consideration of older adults will have to be made by institutions in deciding how to make education more appropriate and attractive to them.

The potential for effective education of older adults is enormous. Educational networks are being established through some groups and will no doubt continue to grow. Advocates are needed who believe in the idea and will help convince people at all levels of its merits. Action must be taken. Saying that the need exists is only the starting point. Those who are in positions to establish policy favorable to the support of lifelong learning, such as legislators and educational administrators, must take a serious look at this vital need, respond to it and help give it impetus. The media can and should be actively involved in the advocacy of all aspects of lifelong learning in the community.

Lifelong learning has the potential to greatly enrich the lives of older adults—ultimately improving the quality of life for everyone. The merit of this concept is gradually gaining worldwide recognition. It can have a tremendous impact on some of the preconceived ideas that society has held on how older adults should act and how they should be treated. It is a challenging and exciting process and it behooves us to give it appropriate attention.

[Whereupon, at 1 p.m., the subcommittee was adjourned, to reconvene subject to the call of the Chair.]

REAUTHORIZATION OF THE HIGHER EDUCATION ACT

Nontraditional Students

Volume 3

WEDNESDAY, JULY 10, 1985

House of Representatives,
Subcommittee on Postsecondary Education,
Committee on Education and Labor,
Washington, DC.

The subcommittee met, pursuant to call, at 9:37 a.m., in room 2175, Rayburn House Office Building, Hon. William D. Ford (chairman) presiding.

Members present: Representatives Ford, Hawkins (ex officio), Biaggi, Perkins, Bruce, Solarz, Gunderson, Petri, and Tauke.

Staff present: Thomas R. Wolanin, staff director; Kristin Gilbert, clerk; and Rose DiNapoli, minority legislative associate.

Mr. Ford. I am pleased to call to order the Subcommittee on Postsecondary Education. For those who are keeping score, I will mention this is hearing No. 10 of the hearings scheduled for Washington. We have 5 of the 11 field hearings yet to go.

I want to repeat the same words that I stress at the opening of each hearing, and that is that if there is anyone who wishes to give us the benefit of any suggestions, even though they are not members of any panel coming before us, we would be most pleased to have your suggestions and include them in the record contemporaneous with that testimony covering that portion of the Higher Education Act that you express an interest in.

To introduce our first panel, I would recognize Mr. Mario Biaggi.

Mr. Biaggi. Mr. Chairman, three of the four members of the first panel are from New York. Clearly, there is parochial interest and I thank you for the privilege of introducing them. In addition to the educational aspect of our relationship, several of them are my good friends.

Dr. Joseph Murphy, who is the chancellor of the City University of New York, is an outstanding gentleman in his field and has been a good friend for many years. He is a leader in the advocacy of education.

Mr. Jim Harrison is, as we know, the president of the Association of Urban Universities. He has had the advantage, or disadvantage, of working with us over a number of years. He comes steeped in the philosophy of advocating educational opportunities.

Dr. Harvey J. Stedman, dean of the School of Continuing Education, New York University, who I just met, comes with the additional credential and advantage of representing the school that is headed by our former colleague, Mr. Brademas, who is doing so well in that area.

Miss Judy Koloski is executive director of the American Association for Adult and Continuing Education. Although she is not from New York——

Ms. KOLOSKI. I am originally. [Laughter.]

Mr. BIAGGI. I knew there was something special about you.

We welcome all four of the witnesses and are delighted and honored that they would respond to the chairman's request to make some comments about my bill.

Thank you, Mr. Chairman.

Mr. FORD. Mr. Tauke, did you want to make any statement?

Mr. TAUKE. No statement, Mr. Chairman.

Mr. FORD. Without objection, the prepared statements of each of the witnesses appearing today will appear in the record. We would ask that members of the panel proceed to summarize, highlight, or editorialize on your prepared statements in any way you find most comfortable.

I would like to start first with Dr. Murphy.

STATEMENT OF JOSEPH S. MURPHY, CHANCELLOR, THE CITY UNIVERSITY OF NEW YORK

Dr. MURPHY. Thank you, Mr. Chairman, and members of the subcommittee. Thank you for providing me with this opportunity to present testimony today for your consideration.

I am here to speak on behalf of a new coalition organized to promote a more equitable Federal aid policy for part-time students. As chairman of the Coalition for Aid to Part-Time Students, CAPS, I represent 19 national education, labor, student, and advocacy associations whose concerns are put forth in the statement and legislative proposal submitted to you.

Our membership includes the major associations of land-grant colleges, State colleges, community colleges and urban universities, the United States Student Association, the National Education Association, the American Federation of Teachers, the American Association of University Professors, as well as the Hispanic Higher Education Coalition. A complete list is attached to my testimony.

I am very pleased to note that Congressman Mario Biaggi has introduced vitally important legislation, H.R. 2711, called the "Fair Financial Aid for Part-Time Students Act." Our coalition enthusiastically endorses this bill.

Mr. Chairman, we believe that the plight of part-time students merits the utmost attention in your deliberations on the renewal of the Higher Education Act for three principal reasons: First, part-time students are now a critically important constituency within the higher education community; second, it is in the national interest to encourage the educational goals of part-time students; and finally, part-time students are simply not getting a fair share of Federal financial aid.

Part-time students are the fastest growing segment of the student population. They now constitute more than 40 percent of enrollments, some 5 million people. At the City University of New York, more than 77,000 students—43 percent of our students—are part-time.

This trend is expected to accelerate. A recent New York State study projects a 25-percent decline in full-time undergraduate enrollment by 1997, while forecasting a steady increase in part-time enrollment over the same period. Part-time students are surely the wave of the future for higher education.

By and large, these students are older than full-time students. More than 80 percent work, and most are motivated by a desire to advance themselves educationally and economically.

Mr. Chairman, in the past part-time students have sometimes been characterized as less serious than full-time students. In my experience, today's adult, attending college 2 or 3 nights a week, and balancing the demands of a full-time job, with family responsibilities at home, exhibits a level of discipline, seriousness of purpose, and motivation that few others can match.

I also believe that the fate of the nontraditional part-time student is as critical to the Nation's future as it is to the educational establishment. In today's world, where new jobs are constantly being created and old ones being eliminated, the country has a vital stake in encouraging lifelong learning. Our leadership in technology and our competitive position in international commerce depend in significant measure on our ability to retain midcareer workers whose skills have been rendered obsolete by the changing demands of a modern economy. We have a particular obligation to education those who could not take full advantage of higher education in earlier life.

Despite the obvious advantages of lifelong learning to the national economy, and despite the surge in part-time enrollment, Federal student aid policy continues to discriminate against these students. In general, part-time students do not receive aid nearly commensurate with the aid given to full-time students in the same or even better financial circumstances.

This is the situation. Under the Higher Education Act, students who attend at least half-time are eligible for Pell grants, guaranteed loans, and the campus-based aid programs. Students attending less than half-time are excluded from most of these programs, although they may receive some aid under the supplemental grant and work-study programs. In practice, a variety of factors work against all part-time students receiving an equitable share of available funds.

The first problem is in the formula used to determine the amount of the grant. For example, a student's costs of attendance are supposed to be included in calculating his or her Pell grant. For a student living in a dormitory, the actual room-and-board cost is included in determining the student's expenses. Commuter students, on the other hand, are restricted to a fixed cost-of-attendance allowance which is far below their actual expenses.

Since virtually all part-time students are commuters, this becomes a serious impediment to getting an adequate grant. Similarly, a child care allowance has nevery been included in determining college costs covered by Pell grants, and the child care allowances for campus-based aid are unrealistically low. Again, part-time students bear a disproportionate burden of their actual expenses.

The formula for determining grants for independent students is also unfair. Generally, it is reasonable to expect independent students to contribute more to their education than dependent students. But those independent students who themselves have dependents—such as a mother with young children returning to school—deserve special consideration. Today, an independent student with dependents, even at the lowest income level, is expected to contribute more than twice as much of his or her income to the cost of attending colleges as a dependent student with the same income. This can give rise to the kind of anomalous situation in which a mother supporting an 18-year-old son may be ruled ineligible for a Pell grant, while the son is considered eligible.

In some cases part-time students fail to get their fair share of financial aid because of institutional practice. For example, part-time students are often not sufficiently well-informed of the aid opportunities available to them. In addition, college financial aid officers may grant campus-based aid to full-time students rather than part-time students.

Finally, no matter how needy they are, students attending school less than half time are not eligible for Pell grants, guaranteed loans, or national direct student loans under the law.

Inequitable formulas, inadequate information, institutional neglect or indifference, legal barriers—all of these are serious obstacles which have serious effects. A recent study of public colleges showed that nearly half of full-time dependent students were receiving need-based student aid, while only 2 percent of part-time dependent students received financial aid. Similarly, one-fifth of the full-time independent students received need-based aid and only one-twentieth of part-time independent students received aid.

This disparity is far too great to attribute to differences in financial aid. Mr. Chairman, unless we are prepared to say that financial aid eligibility should be based on some factor other than financial need, then these barriers to higher educational opportunity for part-time students are difficult to defend.

Congressman Biaggi's bill proposes seven essential ways to remove these roadblocks. First, it is recommended that eligibility for Pell grants, guaranteed loans, and National District Student Loans be extended to part-time students who attend college less than half time. This provision would not include students in noncredit, continuing education courses and would be restricted to enrolled students working toward a degree.

Second, the bill proposes an increase in the cost-of-attendance allowance which would reflect attendance costs more accurately and fairly. The amount should be prorated downward for students attending school half time. An allowance for general living expenses would not be included for students attending less than half time. These students would only be covered for expenses directly related to their education.

Third, the bill proposes that Congress adopt the provision originally included in the 1980 Higher Education Amendments which required that independent students with dependents contribute an amount toward their education equal to the amount required of dependent students.

Fourth, the bill proposes the inclusion in all Federal aid programs of an allowance for the actual expense of day care for children as well as older dependents in computing the cost of attending college.

Fifth, the bill would lower the amount of the minimum Pell grant and eliminate the minimum for supplemental educational opportunity grants. This provision would permit greater flexibility to provide smaller grants to part-time students.

Sixth, colleges would be required to provide written materials clearly informing part-time students of the benefits available to them.

Finally, institutions would be charged with greater accountability in the distribution of campus-based financial aid. The institution should be given the option to count all its part-time students when applying for campus-based aid, or to exclude all part-time students from the aid application.

If the institution does include part-time students on its application and does get aid on this basis, the school should be required to spend a reasonable proportion of the aid on those part-time students. There is no such requirement now and, without one, experience tells us the part-timer is often overlooked.

Perhaps the benefits of the proposed legislation can best be measured by the impact on individual students.

For example, at one of our City University campuses, we have a 35-year-old welfare mother of two who attends part time. Currently, she depends on an $800 Pell grant and SEOG, in addition to a loan she has taken out. If the commuter allowance was changed to reflect college costs fairly, the amount of this woman's Pell grant would rise by $112.

Another of our students, a 38-year-old single, working mother, would receive an additional $137 if a reasonable day care allowance was permitted in computing her college expenses for her Pell grant. Yet another independent student with dependents would realize a gain of $400 in her Pell grant if she were only required to contribute the same amount to her education as dependent students in the same income bracket.

If some of these increases do not seem very large, I assure you they would make a great deal of difference to the people involved. For example, at one college bookstore, a basic accounting text and workbook now costs $46. An economic theory book and a social psychology text cost more than $30 each. A $100 increase in aid for City University students would pay for one credit and the student activity fee, or about 10 weeks' subway fares to and from school.

There is much more to be said about the impact on individuals, especially those who have not been able to go to college or those who have dropped out because of the lack of financial aid. With your permission, I would like to request that we be permitted to submit supplementary written testimony on our findings before the hearing record is closed.

Mr. Chairman, for the past 2 years I have served as Chairman of the National Pell Grant Coalition, which has worked closely with your committee to increase funding for Pell grants. That experience has proven that, despite the administration's proposals, and despite budgetary restraints, a bipartisan majority of Congress supports the enhancement of student financial aid.

It is our hope, Mr. Chairman, that this committee will support the principle that every available dollar ought to be distributed fairly among full-time students and part-timers.

Thank you for allowing us to present our views this morning. I will be happy to answer any questions I can. Thank you, Mr. Chairman.

[The attachments to Dr. Joseph S. Murphy's statement follow:]

Coalition for Aid to Part-Time Students Statement of Purpose

A new national Coalition has been formed—representing (#) education, student, labor and advocacy organizations—to promote more funds for part-time students under the federal student aid programs. The national Coalition is chaired by Dr. Joseph S. Murphy, Chancellor of the City University of New York.

Under current law and program practice, part-time students do not receive their fair share of federal aid. The Coalition for Aid to Part-time Students (CAPS) advocates a five-part legislative program for inclusion in the higher education act, to correct this inequity.

THE NEED FOR PART-TIME STUDENT AID

Part-time students are the fastest growing component of postsecondary education. Between 1972 and 1982, part-time student enrollment increased 65 percent until it accounted for over five million students, 41 percent of postsecondary enrollments. Projections are that part-time enrollment will continue to increase through the end of the century, while full-time enrollment will decline.

Part-time students tend to be older than the "traditional" college student. Most attend school part-time due to job and family responsibilities; over 82 percent are employed full or part-time. Making new careers and upgrading job skills are the most frequently-cited educational goals.

In today's working environment, where new jobs are constantly being created and old jobs re-designed, it is clearly in the national interest to encourage the trend toward lifelong learning through part-time education. Part-time students who demonstrate significant financial need should be eligible for federal assistance. Today, however, federal student aid policy discriminates against the part-time student.

For example, students attending college less than half-time are not eligible to receive Pell Grants, Guaranteed Student Loans or National Direct Loans. Students attending half-time or more are eligible for these programs, and all part-time students are eligible for SEOG and work-study aid, but these students receive far less support than would be expected based on their numbers and financial condition.

One reason is inadequate information reaching the students. Another reason is that the formulas governing eligibility—formulas for independent students, dependent care allowances and living cost computations—are detrimental to part-time students. Finally, colleges have channelled almost all discretionary federal aid to their full-time students.

A FIVE-PART REFORM PROGRAM

Individuals who can demonstrate financial need should not be excluded from federal aid because they are in school part-time. Here is the five-part CAPS program to trat part-time students more fairly.

1. UPDATE the student living cost allowance to fairly reflect current living costs.
2. REVISE the current day care allowance to reflect actual costs, and to include care for older relatives as well as children.

3. ASSURE that independent students with dependents are required to contribute no more to their education than dependent students. Today, a single parent with a small child is expected to contribute more to his or her education than a dependent student at the same income level.

4. Open Pell Grants, Guaranteed Loans and National Direct Loans to students attending college less than half-time.

5. Require that institutions with needy part-time students devote a reasonable proportion of their campus-based aid to those students and provide more information to them about available opportunities.

Considerations of equity and national interest argue against the exclusion of part-time students from federal aid. Some possible legislative language that would implement the CAPS proposal follows.

Current Law	Suggested Amendments	Justification
Sec. 411(a)(2)(B)(iii) No basic grant shall be awarded to a student under this subpart if the amount of that grant for that student as determined under this paragraph for any academic year is less than $200. Pursuant to criteria established by the Secretary by regulation, the institution of higher education at which a student is in attendance may award a basic grant of less than $200 upon a determination that the amount of the basic grant for that student is less than $200 because of the requirement of division (i) and that, due to exceptional circumstances, this reduced grant should be made in order to enable the student to benefit from postsecondary education.	Amend Sec. 411(a)(2)(B)(iii) as follows: "No basic grant shall be awarded to a full-time student under this subpart if the amount of that grant for that student as determined under this paragraph for any academic year is less than $200. Similarly, no grants shall be awarded to students attending less than full-time but at least half-time whose determined awards are less than $100, or for students attending less than half-time whose determined awards are less than $50."	A $200 minimum is desirable to prevent grants for comparatively trivial need, or grants that cannot realistically affect educational access, for full-time students. However, grants below $200 can significantly affect access for part-time students. Therefore, $100 and $50 minimum grants are proposed for half-time and less-than-half-time students, respectively.
No comparable provision	Sec. 411(a)(2)(C) is added as follows: " i. For the purposes of this subpart, the term "cost of attendance" for a full-time student means: I. tuition and fees normally assessed a full-time student at the institution at which the student is in attendance; II. an allowance for room, board, books, supplies, transportation and miscellaneous personal expenses as determined by the institution at which the student is in attendance, up to a maximum of: (1) $1,800 for a student without dependents residing at home with parents; and (2) $2,600 for all other students.	To allow for more realistic accounting of student costs under the Pell Grant program.

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Current Law (cont.)	Suggested Amendments (cont.)	Justification (cont.)
	III. In each academic year succeeding academic year 1987-88, the allowance for room, board, books, supplies, transportation and miscellaneous personal expenses will be increased $100.	
	ii. The cost of attendance for students attending less than full-time but at least half-time shall be determined by the institution so as to be proportional to the cost of attendance for full-time students at the institution.	
	iii. The cost of attendance for students attending the institution less than half-time shall be limited to: I. tuition and fees; and II. an allowance for books, supplies, transportation and miscellaneous personal expenses as determined by the institution."	Allowable costs for students attending less than half-time would be limited to direct educational expenses, not general living costs.
Sec. 413(B)(a)(2)(B) If the amount determined under division (i) of subparagraph (A) with respect to a student for any academic year is less than $200, no payment shall be made to that student for that year. For a student enrolled for less than a full academic year, the minimum payment required shall be reduced proportionately.	Strike Sec. 413(B)(a)(2)(B)	SEOG's are awarded by the campus financial aid officer and can be tailored to the student's individual circumstances, including monetary need and enrollment status. A $200 minimum award is not appropriate in this program, especially for part-time students.

Current Law (cont.)	Suggested Amendments (cont.)	Justification (cont.)
Sec. 413(C)(c) An eligible institution may use not more than 10 per centum of its allocation for less-than-half-time undergraduate students who are determined by the institution to be in need of such grants and who meet the requirements of section 484, other than the requirement of clause (2) of section 484(a).	Rewrite Sec. 413(C)(c) as follows: "If the institution's Supplemental Educational Opportunity Grant allotment is based in part on the financial need demonstrated by students attending the institution less than full-time, a reasonable proportion of the institution's SEOG allotment shall be made available to such students."	This provision assures that SEOG's are made reasonably available to needy part-time students.
Sec. 443(b)(1) provide that in the selection of students for employment under such work-study program, only students who demonstrated financial need in accordance with the provisions of section 482, and who meet the requirements of section 484 will be assisted, except that each eligible institution may reserve and award not more than 10 per centum of the funds made available under this part for each fiscal year for less-than-half-time students who are determined by the institution to be in need of such grants and who meet the requirements of secion 484, other than the requirement of clause (2) of section 484(a);	Delete underlined clause and add a new 443(b)(10) as follows: "If the institution's work-study allotment is based in part on the financial need demonstrated by students attending the institution less than full-time, a reasonable proportion of the institution's work-study funds shall be made available to such students."	This provision assures that work-study opportunities are made reasonably available to needy part-time students.
Sec. 464(b) A loan from a student loan fund assisted under this part may be made only to a student who demonstrates financial need in accordance with section 482 and who meets the requirements of section 484.	Make 464(b) into 464(b)(1) and add Sec. 464(b)(2) as follows: "If the institution's federal capital contribution under the National Direct Student Loan program is based in part on the financial need demonstrated by students attending the institution less than full-time, a reasonable proportion of National Direct Student Loans shall be made available to such students"	This provision assures that NDSL's are made reasonably available to needy part-time students.

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Current Law (cont.)	Suggested Amendments (cont.)	Justification (cont.)
Sec. 482(c)(1)(B) in determining family contribution for an independent student who has one or more dependents, provide that the assessment rate which is to be applied to the student's discretionary income shall be the same as the assessment rate applied to discretionary income of the family of a dependent student; and	Implementation of independent student provisions. Notwithstanding any provision of the Student Financial Assistance Technical Amendments Act of 1982, the Secretary of Education shall modify the regulations for determining expected family contribution and effective family income to comply with the requirements of section 482(c)(1)(A), (B), and (D) of the Act.	Independent students with dependents should be treated in the same manner as dependent students for the purpose of determining their expected family contributions to educational costs. This is based on a recognition that independent students with dependents have less disposable income than independent students without dependents.
Sec. 482(d): "For the purposes of this title, the term "cost of attendance" means- (1) tuition and fees normally assessed a full-time student at the institution at which the student is in attendance; (2) an allowance for books, supplies, transportation, and miscellaneous personal expenses; (3) an allowance for room and board costs incurred by the student which- (A) beginning in academic year 1981-1982, shall be an allowance of not less than $1,100 for a student without dependents residing at home with parents; (B) for students without dependents residing in institutionally owned or operated housing, shall be a standard allowance determined by the institution based on the amount normally assessed most of its residents for room and board; (C) for all other students without dependents, shall be a standard allowance determined by the institution based on the expenses reasonably incurred by such students for room and board; and	Substitute the following: Sec. 482(d)(1) For the purposes of this title, except as provided in Sec. 411(a)(2)(B) for the Pell Grant program, the term "cost of attendance" for full-time students means: (A) tuition and fees normally assessed a full-time student at the institution at which the student is in attendance; and (B) an allowance for room, board, books, supplies, transportation, and miscellaneous personal expenses as determined by the institution, except that such allowance shall not be less than the allowance provided in Sec. 411(A)(2)(B). (2) The cost of attendance for students attending less than full-time but at least half-time shall be determined by the institution so as to be proportional to the cost of attendance for full-time students at the institution. (3) The cost of attendance for students attending the institution less than half-time shall be limited to:	To provide an adequate cost of attendance allowance for students under federal and programs other than Pell Grants.

Current Law (cont.)	Suggested Amendments (cont.)	Justification (cont.)
(B) for students with dependents, shall be an allowance based on the expenses reasonably incurred by such students for room and board.	(A) tuition and fees; and (B) an allowance for books, supplies, transportation and miscellaneous personal expenses."	
(4) for a student engaged in a program of study by correspondence, only tuition and fees and, if required, books and supplies, and travel and room and board costs incurred specifically in fulfilling a required period of residential training;		
(5) for a student enrolled in an academic program which normally includes a formal program of study abroad, reasonable costs associated with such study;		
(6) for a student with dependent children, an allowance based on the expenses reasonably incurred for child care; and	Restate Sec. 482(d)(6) as follows: "for a student with dependents who require care in the students absence, an allowance determined by the institution based on the actual expenses incurred for such care."	Dependent care allowances should be based on actual expenses. Care for older dependents as well as children should be included.
(7) for a handicapped student, an allowance for those expenses related to his handicap, including special services, transportation, equipment, and supplies that are reasonably incurred and not provided for by other assisting agencies.		
Sec. 484(a)(2) except as otherwise specifically provided, be carrying or planning to carry at least one-half the normal full-time workload for the course of study the student is pursuing, as determined by the institution;	Strike section 484(a)(2).	Part-time students who can demonstrate need commensurate with full-time students should not be denied aid strictly on the basis of their enrollment status.

Current Law (cont.)	Suggested Amendments (cont.)	Justification (cont.)
Sec. 485(a)(1) Each eligible institution participating in any program under this title shall carry out information dissemination activities for prospective and enrolled students regarding the institution and financial assistance under this title. "etc..."	Add (a)(3) as follows: "Specific informational materials shall be made available to current or prospective students attending the institution less than full-time about sources of financial assistance at the institution available for such students under this title."	To ensure that part-time students are made aware of the specific aid opportunities available to them.

Coalition for Aid to Part-Time Students Members

American Association of Community and Junior Colleges; American Association of State Colleges and Universities; American Association of University Professors; American Council on Education, Council on Higher Education and the Adult Learner; American Federation of Teachers, AFL-CIO; Association of Community College Trustees; Association of Urban Universities; California Community Colleges; and California State University.

Also City University of New York; Hispanic Higher Education Coalition; National Association for Equal Opportunity in Higher Education; National Association of State Universities and Land-Grant Colleges National Education Association; National Organization of Black University and College Students; National University Continuing Education Association; United Negro College Fund; United States Association of Evening Students; and United States Student Association.

Mr. **Biaggi** [presiding]. In relation to your request to be permitted to submit supplementary written testimony on your findings, it will be granted, without objection.

Mr. Harrison.

STATEMENT OF JIM HARRISON, PRESIDENT, ASSOCIATION OF URBAN UNIVERSITIES

Mr. **Harrison**. Mr. Chairman, I am Jim Harrison, president of the Association of Urban Universities, a list of whose members is appended to the testimony.

Later in the year this association will testify on title XI of the Higher Education Act, specifically on the urban-focused part of the law. But today I have been asked to testify on student aid issues which are particular but not exclusively concerned to the urban sector.

Our first legislative recommendation, Mr. Chairman, is that you simply repeal section 484(a)(2), which is an overall ban in the Higher Education Act on part-time students receiving grant, loan, and work opportunity assistance under title IV.

That language being repealed, we would also recommend the repeal of the provisions of sections 413(c) and 443(b) which constitute the "otherwise specifically provided" exceptions to 484(a)(2). These three provisions should stand or fall, preferably fall, together.

AUU makes two other proposals—we did in our April 30 presentation—which we believe would be helpful in bringing the part-timer under title IV on a basis of quality principle. We propose that such a student's eligibility for assistance be capped in proportion to his intensity of enrollment, and that his cost of living be measured in the same proportional way.

I have to say here, Mr. Chairman, the enthusiasm even of my own membership for some of the details of that proposal is, shall we say, graduated. I have enthusiastic support from both the public and private members of my association for the first of our propositions—strike the prohibitions in the law against assistance to part-timers and drop the current setasides. The proposals that total assistance itself should be capped proportionately to the student's intensity of enrollment also is unanimously supported by all of my members.

Some of them—and they include both public and private members—have said that the part-timers cost-of-living allowance should not be similarly determined and take the position that the part-timer should have no cost-of-living allowance as such, counted into his aid formula.

The previous witness, Chancellor Murphy, is a member of AUU's Board of Directors and a most formidable spokesman for the public sector. You have heard him testify that Pell grants for the part-timers should be limited largely to direct educational costs.

A very persuasive argument along the same lines has been advanced by another member of my board, Dr. Daniel Perlman, president of Suffolk University, a distinguished private institution. Dr. Perlman has pointed out that the part-timers cost of living is not affected in the same manner as is that of the full-timer by his or her decision to enroll. Therefore, it follows there is less direct connection between cost of living and cost of learning.

The message from AUU on the cost-of-living issue is a mixed one. In pure logic, you could argue that equal treatment of the part-timer requires proportionate calculation of his cost-of-living allowance. But it does no violence to the concept of equal treatment to concede that there are differences in circumstances which can justify differences in formulas.

We have no position on cost of living which ranks as high as our position on 484(a)(2). That section of the law, Mr. Chairman, is simply, unvarnished discrimination against part-timers. It should be repealed outright, without any compromise suggesting that the part-timer's educational experience and needs are less than those of full-time students.

In brief, Mr. Chairman, though our AUU proposal to the subcommittee on April 30 did not anticipate Mr. Biaggi's bill in every respect, we wold find its enactment, as is, quite satisfactory, quite delightfully satisfactory.

Let me underscore a couple of proposals AUU is not making and which will not make, however generous they might be to part-time students.

We are not proposing that a part-time student be subjected to needs analysis one whit less rigorous than that applied to a full-timer. We don't propose that a single dollar of hard-won Pell grant or campus-based program money be granted or lent or used to help a part-time student who cannot, by the same tests applicable to his or her full-time counterpart, show a need for it.

Most part-timers, given that requirement, probably will not qualify for title IV assistance. So be it. If they don't need it, save it for those who do. There are plenty of students in the urban universities, public and private, who do need the money and who can solve the needs analyzers' most sophisticated mazes, and we would oppose taking one penny away from any of them to give to part-timers who have more resources or a more supportive family.

Second, we do not propose that any institution be directed to package campus-based aid for part-time students if it is the institution's policy, stated policy, not to do so.

That brings us, I suppose, Mr. Chairman, to the heart of AUU's position on the part-time student. There is a serious problem of discrimination facing the part-time student in American higher education, and the legislation we propose will not cure it. There is substantial discrimination against part-time students and it does not stem from section 484(a)(2) or any other provision of law. There are a lot of problems in higher education, Mr. Chairman, which are not of the legislature's devising, and this is one of them.

The problem confronting the part-time student is the sometimes inarticulate and sometimes perfectly conscious assumption on the part of educators that the part-time student simply isn't serious enough to warrant the time, trouble, and money it might cost to bring them into the charmed circle reserved for the vanishing "traditional" student. That is the problem, and the ultimate solution to the problem lies not with you in the Congress—you haven't created the problem—but with us in higher education. We have.

Mr. Chairman, there are full-time students, including some in our urban universities, solely to kill time, full-time, until Dad or Aunt Sue takes them into the family business. And there are students, including some in our urban universities, who are registered full time in college and who will remain so registered until about 5 minutes after their eligibility ends and they can accept the gladiatorial contract which is why they went to college in the first place. Those are included among the full-timers.

On the other hand, Mr. Chairman, there are some part-time students who are deadly serious about learning a new skill, obtaining a new ability, or finding a new insight into truth.

Our point, Mr. Chairman, is not that who is more serious or who is less serious, but simply that intensity of enrollment is a lousy proxy for seriousness. The two are not related. The law, I think unintentionally, assumes that they are, and they are not.

One of the best arguments I have ever heard for repealing section 484(a)(2) was voiced by a friend of everyone in this room, who thought he was expressing his unbreakable support for that provision of the law. Our friend said, "We can't casually throw away student aid money on people who are only going to college for the fun of it."

Mr. Chairman, as a spokesman from some in higher education, let me assure you the concept of students getting "fun" out of their education doesn't offend me one bit.

The Higher Education Act, I submit, was not enacted to increase the number of bachelors of arts. The Higher Education Act was not even enacted to assure a neatly balanced flow of title IV revenues to each of the several sectors of higher education—though that is a legitimate criterion for measuring some of what you do.

If I read the legislative history of the Higher Education Act with any comprehension at all, it was drafted, crafted, fought for, voted for, funded and defended for the past 20 years because you in the Congress, and especially you in this subcommittee, believe that America is stronger, economically healthier, and yes, a better country, when it has more and better educated people, whatever their age, whatever the number of years it may have taken them to achieve their education, or whatever they hang on their wall at the end of it.

The problem confronting part-timers, Mr. Chairman, will have to be solved some day within the ranks of higher education itself. Those distinguished universities and colleges that just don't want to adjust their policies or their curricula to accommodate the needs of part-timers must be, in the spirit of the Higher Education Act, left free to continue that refusal.

My daughter got the best part of her education 40 miles away from here at a very distinguished private college, St. John's in Annapolis, which couldn't possibly adjust its curriculum to take much recognition of the part-time student. It would run afoul of St. John's definition of the liberal arts, which is a defensible one, and they should be free to continue that. They do their students and their definitions and their principles the honor of coming out in front and say, "We don't want part-time students." Lord love 'em, they should be free to continue to do that.

But there are institutions, Mr. Chairman, in higher education who do want and are ready to meet and are anxious to serve the needs of the part-time student. They should not be prevented, as the law now prevents them, from even allowing such students to see if they qualify for assistance.

Section 484(a)(2), Mr. Chairman, does not permit institutions who don't want to be burdened with the part-timer from being so burdened. They have that right with or without section 484(a)(2). Those institutions who have that policy, and admit it, would be in no way affected by the repeal of this section. We part company only with those who would retain a universal prohibition in the law so they can exercise their own policy choices and then point to the law as their excuse for doing so.

Section 484(a)(2), Mr. Chairman, serves no goal ever enunciated by the Congress, in my reading of the Higher Education Act and its legislative history. Congress knows, and you said so, Mr. Chairman, and Mr. Biaggi, you have said—you have all said so—you know that we are stronger and better and wiser because there are millions of Americans who want to go to school, including some who want to go just for the fun of it. We suggest you remove the shield of section 484(a)(2) and let individual institutions decide for themselves whether or not they want to accommodate the growing numbers of part-time students.

Thank you, Mr. Chairman.

[The prepared statement of Jim Harrison follows:]

PREPARED STATEMENT OF JIM HARRISON ON BEHALF OF THE ASSOCIATION OF URBAN UNIVERSITIES

Mr. CHAIRMAN, I am Jim Harrison, President of the Association of Urban Universities, a list of whose members I have appended to the testimony.

Described as succinctly as possible, the Association is a group of universities, drawn from both the public and independent sectors of higher education, in cities, but, more importantly, convinced each of their obligation to the city in which they are rooted. Our urban universities are both "in" and "of" the cities; they provide educational opportunities to the people of the cities, but more than that, they offer assistance in those areas in which they are prepared to do so, to the cities in community-wide efforts to meet and cope with urban problems.

Perhaps the attitude of the urban universities is best exemplified by the theme we have chosen for our Annual Meeting, scheduled for Boston this fall. "The Urban Universities Celebrate the Quality of Urban Life." We have chosen that phrase and the word "Celebrate" deliberately because we look upon the city as the natural home of the university, and the challenges of urban life to be calls to excellence, not excuses for anything short of it.

On a later occasion, this Association will testify before your Subcommittee on Title XI of the Higher Education Act, the one specifically urban-focussed part of this law. But today, I have been afforded an opportunity to testify on student aid issues which are of particular, but not exclusive, concern to the urban sector.

Mr. Chairman, I shall not repeat what the distinguished chancellor of the City University of New York has said about the non-traditional student. I will even resist the temptation to quote your own eloquent remarks about the changing nature of our student body. There may be people in higher education itself who still think we can return to the past, when students were all from the same mold, but surely no one on this Subcommittee believes that we either can or should.

Today, then, Mr. Chairman, we are here to recommend that relics of a past era be removed from the law so that, with particular respect to student financial assistance, the Higher Education Act may appropriately serve all of today's student body, not merely that declining fraction of it which reflects the past.

Our first legislative recommendation is that you repeal the overall ban on part-time students receiving grant, loan and work opportunity assistance under Title IV. That language, Sec. 484(a)(2) of present law, says: "in order to receive any grant, loan or work assistance under this title, a student must (and here is where we would start repealing) except as otherwise specifically provided, be carrying or planning to carry at least one-half the normal full-time workload for the curse of study the student is pursuing, as determined by the institution."

This language being repealed, we would also recommend the repeal of the provisions of Secs. 413C and 443(b) which constitute the "otherwise specifically provided" exceptions to Sec. 484(a)(2). Both the ban and the exceptions should be repealed together. They should stand or fall together.

AUU makes two other proposals which we believe would be helpful in bringing the part-timer under Title IV on a basis of equality of principle. We propose that such a student's eligibility for assistance be capped in proportion to his intensity of enrollment, and that his cost-of-living be measured in the same proportional way.

In all fairness for our AUU membership, Mr. Chairman, I must say right here that our association's enthusiasm for the details of this proposal is graduated.

I have heard enthusiastic support—from both the public and private members of my Associations for the first of our propositions—that the prohibitions in the law against assistance to part-timers be removed, and that the current setaside language be dropped as a part of that change.

The proposals that total assistance itself should be capped proportionately to the student's enrollment is also one on which there is solid and enthusiastic support from within the urban university community.

Some of my members—and they include both public and private members—dissent from the suggestion that the part-timer's cost-of-living allowance be similarly determined, and take instead the position that the part-timer should have no cost-of-living allowance counted into his aid formula. The previous witness, Chancellor Murphy, is a member of AUU's Board of Directors, and a most formidable spokesman for the public sector of higher education. You have heard him testify that Pell Grants for the part-timers should be limited to direct educational costs.

A particularly persuasive argument has also been advanced to this effect by another member of my Board, Dr. Daniel Perlman, President of Suffolk University, a distinguished private institution. Dr. Perlman has pointed out that the part-timer's cost of living is not affected in the same way as is that of the full-timers by his or her decision to enroll, and that therefore, it follows that there is less direct connection between cost-of-living and cost-of-learning.

The message from AUU on the cost-of-living issue is a mixed one. In pure logic, one could argue that equal treatment of the part-timer requires proportionate calculation of his cost-of-living allowance. But it does no violence to the concept of equal treatment to concede that there are differences in circumstances which can justify differences in formulas.

Mr. Chairman, AUU has no position on cost-of-living which ranks as high as our position on 484(a)(2). Sec. 484(a)(2)'s simple, unvarnished discrimination against part-timers should be repealed outright, without any compromise suggesting that the part-timer's educational experience and needs are less than those of fulltime students. Formulas determining the exact composition of particular awards can be made, as they are now, taking varying sets of circumstances into account.

In brief, Mr. Chairman, though our AUU proposal to the Subcommittee did not anticipate Mr. Biaggi's bill in every particular, we would find its enactment as is, eminently satisfactory.

Let me underscore a couple of proposals we are not making—and will not make—however generous they might be to part-time students.

We are not proposing that a part-time student be subjected to needs analysis one whit less rigorous than that applied to a full-timer. We do not propose that a single dollar of hard-won Pell Grant or campus-based program money be granted or lent or used to help a part-time student who cannot, by the same tests applicable to his or her full-time counterpart, show a need for it.

Most part-timers probably cannot qualify under those tests. So be it. If they don't need it, save it for those who do. There are plenty of students in the urban universities who do need it and who can solve the needs analyzers' most sophisticated mazes, and we would oppose taking one penny away from any of them to give to part-timers who have more resources, or a more supportive family.

Secondly, we do not propose that institutions be directed to package campus-based aid for part-time students if it is against their stated institutional policy to do so.

This brings us, Mr. Chairman, to the heart of AUU's position on the part-time student.

There is a serious problem facing the part-time student in American higher education, and the legislation we propose will not cure it.

There is substantial discrimination against part-time students, and it does not stem from Sec. 484(a)(2) or any other provision of law.

There are a lot of problems, Mr. Chairman, which are not of the legislature's devising, and this is one of them.

The problem confronting the part-timer is the sometimes inarticulate, sometimes perfectly conscious assumption on the part of educators that the part-time student simply isn't serious enough to warrant the time, trouble and money it might cost to bring them into the charmed circle reserved for the vanishing "traditional" student. That is the problem, and the ultimate solution lies not with you in the Congress, but with us, in higher education.

Mr. Chairman, I would be the last to deny that there are part-time students, and some of them are in our urban universities, who are not really out to earn baccalaureate degrees as fast as they can so they can enroll among the Yuppies before they go out of style.

And yes, Mr. Chairman, there are full-time students, including some in our urban universities, who are in college solely to kill time until Dad of Aunt Sue takes them into the family business. And there are students, including some at our urban universities, who are registered full-time in college and will stay so registered until about five minutes after their last season of eligibility ends and they can accept that professional gladiatorial contract which was the reason they went to college in the first place.

On the other hand, Mr. Chairman, there are part-timers who are deadly serious about learning a new skill, obtaining a new ability, or finding a new insight into truth, just as there are full-timers who are pursuing their studies with the joy of Keats Upon First Reading Chapman's Homer.

Our point, Mr. Chairman, is not who is more serious or who is less so, but simply that the number of hours a student is enrolled is a lousy proxy for the seriousness of that student's pursuit of learning.

Mr. Chairman, one of the best arguments I have ever heard for repealing Sec. 484(a)(2) was voiced by a friend of everyone here who thought he was expressing his profound support for that provision of the law!

"We can't casually throw away student aid money," our friend said, "on people who are only going to school for the fun of it!"

Mr. Chairman, as a spokesman for some, at least, of higher education, let me assure you that the concept of students actually getting fun out of their education is not one that offends me very deeply.

The Higher Education Act was not enacted to increase the number of Bachelors of Arts.

The Higher Education Act was not even enacted to assure a neatly balanced flow of Title IV revenues to each of the several sectors of higher education—legitimate as that criterion is for measuring much of what you do.

The Higher Education Act, if I read its legislative history with any comprehension at all—was drafted, crafted, fought for, voted for, funded and defended for the past twenty years because you in the Congress, and especially you in this Subcommittee believe that America is stronger, economically healthier and, yes, better when it has more and better educated people, whatever their age, whatever the number of years it may have taken them to achieve their education.

Mr. Chairman, the problem confronting part-timers must one day be solved within the ranks of higher education itself. Those distinguished universities and colleges that just don't feel they can adjust their policies or curricula to accomodate the needs of part-timers must be free to continue that refusal, if they so choose.

Let me cite and defend an example very near to this spot.

The great Maryland College at which my own daughter obtained the best part of her education—St. John's College in Annapolis, has a curriculum which cannot easily accomodate part-timers because of its assumptions about the nature of the Liberal Arts. Those assumptions, Mr. Chairman, are defensible, and St. John's College does them, and its prospective students, the honor of stating forthrightly that it requires virtually all its students to attend fulltime. With that approach, Mr. Chairman, we can have no quarrel, and St. John's like other institutions which straightforwardly and the reasons satisfactory to themselves limit their enrollment to fulltime students, must retain the freedom to do so, without any penalty.

But, Mr. Chairman, those in higher education who do want and are ready to meet and who are anxious to serve, the needs of the part-time student should not be prevented, as they now are, from even allowing such students to see if they qualify for assistance.

Sec. 484(a)(2), Mr. Chairman, does not permit those who don't want to be burdened with the part-timer from being so burdened. They have that right with or without Sec. 484(a)(2). In cases like that of St. John's College, the right is exercised in an open manner. Those institutions who have that policy would be in no way affected by the repeal of Sec. 484(a)(2). We part comany only with those who would retain a universal prohibition in the law so they can exercise their own policy choices, and point to the law as the reason for so doing.

Sec. 484(a)(2), Mr. Chairman serves no goal ever enunciated by the Congress. This Congress knows that we are stronger and better and wiser because there are millions of Americans who want to go to school, including those who want to go "just for the fun of it". We suggest you remove the shield of Sec. 484(a)(2), and let individual institutions decide for themselves whether or not to accommodate the growing numbers of part-time students.

The Members of the Association of Urban Universities (and Board of Directors):
Brooklyn College, Robert Hess, President.
Chicago State University, George L. Ayers, President.
Cleveland State University, Walter Waetjen, President.
Columbia College, Mike Alexandroff, President.
University of the District of Columbia, Robert L. Green, President.
George Mason University, George Johnson, President.
Georgetown University, Rev. Timothy S. Healy, S.J., President.
Georgia State University, Dr. Margaret Sullivan.
University of Houston System, C. E. Bishop, President.
University of Illinois at Chicago, Don Langenberg, Chancellor.
John Carroll University, Rev. T.P. O'Malley, S.J., President.
University of Massachusetts/Boston, Robert Corrigan, Chancellor.
University of Michigan at Flint, Clinton B. Jones, Chancellor.
University of Minnesota, Kenneth H. Keller, President.
University of Missouri/Kansas City, George Russell, Chancellor.
University of Missouri/St. Louis, Arnold Grobman, Chancellor.
University of Nebraska/Omaha, Del Weber, Chancellor.
University of New Orleans, Cooper Mackin, Chancellor.
City College of New York, Bernard Harleston, President.
City University of New York, Joseph S. Murphy, Chancellor.
New York Institute of Technology, Matthew Schure, President.
New York University, John Brademas, President.
Northeastern University, Kenneth G. Ryder, President.
Northeastern Illinois University, Ronald Williams, President.
Old Dominian University, Alfred B. Rollins, Jr., President.
Pace University, William G. Sharwell, President.
St. Peter's College, Rev. Edward Glynn, S.J., President.
University of Tulsa, J. Paschal Twyman, President.

Associate Board Members: Representing the National Association of Independent Colleges and Universities—Daniel Perlman, President, Suffolk University; Representing the National Association for Equal Opportunity in Higher Education—seat temporarily vacant.

Board Members Emeriti: Dr. Werner Baum; Dr. Carlo Golino; Dr. James G. Miller; and Dr. Donald Riddle.

Washington staff: Jim Harrison, President; Michael B. Goldstein, Counsel; Carol Frances, Economic and Program Advisor; and Mei Lie Ching, Administrator.

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PROPOSED AMENDMENTS TO TITLE IV, WITH RESPECT TO LESS_THAN-HALF-TIME-STUDENTS

By the Association of Urban Universities

NOTE: These amendments, offered to separate parts of Title IV, would hasve the cumulative effect of making students enrolled at less than half time levels, apply for Pell Grants, and to be awarded such grants, subject to the same need requirements as apply to other students. They would further permit, but not require, institutions to open their campus-based packages (Supplemental Grants, Work-Study, and Direct Loans) to such students, again assuming the student in question can demonstrate need. Taken as a whole, they would remove from the law the assumption that students whose personal situations do not permit them to enroll for a half-load or more, are not "serious".

PRESENT LAW	PROPOSED AMENDMENT	EXPLANATION OF AMENDMENT
Sec. 413C: *(c) An eligible institution may use not more than 10 per centum of its allocation for less-than-half-time undergraduate students who are determined by the institution to be in need of such grants and who meet the requirements of section 484, other than the requirement of clause (2) of section 484(a)*	Sec. 413C(c) is repealed	Current law permits a setaside not to exceed 10% of SEOG funds for less-than-half-time students. This amendment would remove this limitation, andif Sec. 484 (a) (2) is also repealed, as proposed, would permit institutions to award Supplemental Grants to such students.
GRANTS FOR WORK-STUDY PROGRAMS *Sec. 443 (a) The Secretary is authorized to enter into agreements with institutions of higher education under which the Secretary will make grants to such institutions to assist in the operation of work-study programs as provided in this part.* *(b) An agreement entered into pursuant to this section shall—* *(3) provide that in the selection of students for employment under such work-study program, only students who demonstrate financial need in accordance with the provisions of section 482, and who meet the requirements of section 484 will be assisted, except that each eligible institution may reserve and award not more than 10 per centum of the funds made available under this part for each fiscal year for less than half-time students who are determined by the institution to be in need of such grants and who meet the requirements of section 484, other than the requirement of clause (2) of section 484(a),*	Strike all of Sec. 443(b)(3) beginning with the word "except" through "484(a)".	Present law treats Work-Study as it does SEOG with respect to part-time student eligibility. This amendment would make the same change as the SEOG amendment, with the same effect.

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PRESENT LAW	PROPOSED AMENDMENTS	EXPLANATION OF AMENDMENTS
(c) For purposes of this title, the term "independent student" means a student who is determined, pursuant to regulations of the Secretary, to be independent of the parents or legal guardians of the student. (d) For the purposes of this title, the term "cost of attendance" means— (1) tuition and fees normally assessed a full-time student at the institution at which the student is in attendance; (2) an allowance for books, supplies, transportation, and miscellaneous personal expenses; (3) an allowance for room and board costs incurred by the student which— (A) beginning in academic year 1981-1982 shall be an allowance of not less than $1,100 for a student without dependents residing at home with parents; (B) for students without dependents residing in institutionally owned or operated housing, shall be a standard allowance determined by the institution based on the amount normally assessed most of its residents for room and board; (C) for all other students without dependents, shall be a standard allowance determined by the institution based on the expenses reasonably incurred by such students for room and board, and (D) for students with dependents, shall be an allowance based on the expenses reasonably incurred by such students for room and board; (4) for a student engaged in a program of study by correspondence, only tuition and fees and, if required, books and supplies, and travel and room and board costs incurred specifically in fulfilling a required period of residential training; (5) for a student enrolled in an academic program which normally includes a formal program of study abroad, reasonable costs associated with such study; (6) for a student with dependent children, an allowance based on the expenses reasonably incurred for child care; and (7) for a handicapped student, an allowance for those expenses related to his handicap, including special services, transportation, equipment, and supplies that are reasonably incurred and not provided for by other assisting agencies.	Sec. 482(d) is amended by adding at the end thereof, the following new clause: "(8) for a student enrolled at less than half of the course load deemed full-time at the institution which the student is attending, that proportion of the standard allowance set for a full-time student which is commensurate with the student's intensity of enrollment."	This amendment would set the cost of attendance for a part-time student at a level proportional to that student's enrollment

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PRESENT LAW	PROPOSED AMENDMENT	EXPLANATION OF AMENDMENT
STUDENT ELIGIBILITY [1] Sec. 484 (a) In order to receive any grant, loan, or work assistance under this title, a student must— (1) be enrolled or accepted for enrollment at an institution of higher education that is an eligible institution in accordance with the provisions of section 487; (2) except as otherwise specifically provided, be carrying or planning to carry at least one-half the normal full-time workload for the course of study the student is pursuing, as determined by the institution; (3) if the student is presently enrolled at an institution, be maintaining satisfactory progress in the course of study the student is pursuing according to the standards and practices of the institution at which the student is in attendance; (4) not owe a refund on grants previously received at such institution under this title, or be in default on any loan from a student loan fund at such institution provided for in part E, or a loan made, insured, or guaranteed by the Secretary under this title for attendance at such institution; and (5) file with the institution of higher education which the student intends to attend, or is attending (or in the case of a loan or loan guarantee with the lender), a statement of educational purpose (which need not be notarized) stating that the money attributable to such grant, loan, or loan guarantee will be used solely for expenses related to attendance or continued attendance at such institution	Sec. 484 (a) (2) is repealed	Sec. 484(a) (2) prohibits a grant loan or work award to a student enrolled at less than half-time, unless specifically provided elsewhere. The Act permits awards under the SSIG program without restriction(See Sec. 415C(b)(6), and under the SEOG and CWS programs with no more than 10% of the funds available. Passage of this proposed amendment AND the proposed amendments to Sec. 413C and 443(b) set forth above would have the effect of permitting institutions to make SEOG and CWS awards to less-than-half-time students, and assuring such students of eligibility for Pell Grants, if otherwise eligible.

Mr. BIAGGI. Miss Koloski.

STATEMENT OF JUDITH A. KOLOSKI, EXECUTIVE DIRECTOR, AMERICAN ASSOCIATION FOR ADULT AND CONTINUING EDUCATION

Ms. KOLOSKI. Thank you, Mr. Chairman, and other distinguished members of the committee. My name is Judy Koloski and I am here as the executive director of the American Association of Adult and Continuing Education. Our association represents more than 4,000 professionals in the field of adult and continuing education who serve over 21 million adults involved in adult and continuing education in this country.

I would like to begin my discussion by focusing on the title of this testimony, which is on the term "nontraditional." The concept and terminology of the traditional college student, as we know, has changed drastically during the last decade. Full-time college students, directly out of high school and between the ages of 18 to 22, are rapidly diminishing, and older, returning, and part-time students are swiftly approaching a new majority in our Nation's institutions of higher education. You have already heard the data from the distinguished panelists prior to me that today 41 percent of all students in higher education are older, part-time students. Current projections indicate that this number will increase to 46 percent by 1990.

But it is not just the notion of part-time enrollment that I think is significant for our higher education community. It is also critical to note the aging of the college population. By 1992, half of all college students will be 25 years of age and older, and one in five will be 35 years of age and older. In 1980, the number of part-time students 25 years of age and older was 3.5 million; in 1990, we anticipate that number will have increased to 4.3 million, an increase of approximately 23 percent. Given that data, one might assume that the term "nontraditional" will soon be outmoded and that these clients will become the "traditional" students of the future.

As we focus on aid to part-time older students, there is another area that I think we need to explore, and that is the necessity of providing aid to part-time students. Due to the baby boom of the 1950's and the 1960's, and subsequent declines in the birth rate, 80 percent of the work force of the eighties is currently in the work force. In 1990, today's adults will make up 90 percent of the work force. And up through the year 2000, they will continue to be 75 percent of our Nation's work force.

Technological change and the retraining needs of the American work force to regain the competitive edge in our global economy make it apparent that we need to provide equal access to those students to ensure America's continued growth and productivity. Indeed, the majority of part-time, older students attending college today, though they might be there for some fun as well, are also doing so to facilitate career changes or to upgrade job skills.

The need to provide skills and resources for our changing labor market is going to continue in the future as many jobs become obsolete and new careers are being created. Today we estimate that 3 percent of America's work force needs to be retrained at any one time. We talk about that number increasing to 6 or 7 percent in the future. The U.S. economy needs retrained, reeducated individuals as much as they are in need of Federal support to pursue higher education. The trend toward lifelong learning is not a myth. It's a reality. We are living it; our economy is mandating it; and the Federal Government, in its own self-interest, needs to acknowledge and support it.

Specifically, our association joins with other national educational associations in supporting the legislative recommendations that Dr. Murphy spoke about earlier; that is, those of the Coalition for Aid to Part-Time Students.

Specifically, we would urge that inequities in Pell grant awards between dependent and independent students and between commuting and boarding students be eliminated.

We are particularly concerned about the need to support needy, independent students with dependents, and urge that the current legislation be changed to revise day-care allowances which reflect actual costs and that care for older dependents also be included in the computations. I think if you read more and more about the needs of displaced workers, the need for this change becomes more and more apparent.

We certainly support reform that will ensure that independent students with dependents are asked to contribute the same amount to their education as dependent students.

An area that has not previously been mentioned, but one which we also believe deserves attention, is the need for institutions of higher education to design flexible graduate education programs attractive to the older, part-time students, and to provide equal access to fellowship awards for both full-time and part-time students. I think in the areas of science and engineering technology this is particularly critical.

Finally, our last recommendation focuses on the need, already alluded to, for institutions of higher education to make available and accessible information about financial resources to the part-time student. Information and referral, counseling and tutorial services, such as those now provided through the TRIO programs, need to be expanded to reach out to individuals from disadvantaged backgrounds as well as the general part-time student.

In conclusion, I would like to state that our association does not believe that the responsibility for retraining our work force and ensuring a productive economy lies solely with the Federal Government via its Student Aid Program. We certainly applaud the partnership of support generated by the majority of older students who are financing their own educational endeavors. We do, however, want to assist any of those for whom personal financing is a strong deterrent to the pursuit of postsecondary education or, in fact, a deterrent to their being able to compete effectively in our economy in the future.

We know the business community has a great stake in the process of education and training. In fact, corporate in-house education and training now accounts for more than $30 billion in annual expenditures—that's about half the amount spent by the Nation's 3,280 colleges and universities. Further, I think notions such as individual training accounts and the use of IRA's for education are interesting and need to be explored further as we deal with this problem.

However, it is the intent of our association to emphasize the importance of the role of the Federal Government, in cooperation with the institutions of higher education, in serving effectively and with equal access what we believe will be the "traditional student" of the future.

Thank you.

[The prepared statement of Judith A. Koloski follows:]

Prepared Statement of Judith A. Koloski, Executive Director, American Association for Adult and Continuing Education

Mr. Chairman and other distinguished members of the subcommittee, My name is Judity Ann Koloski and, as Executive Director of the American Association for Adult and Continuing Education, I am here on behalf of more than 4,000 adult and continuing education professionals who annually work with over 21 million adults involved in adult and continuing education programs. We are pleased to be here to represent or association's position on financial aid for the "non-traditional" student.

I would like to begin my discussion by focussing on the term "non-traditional." The concept and terminology of the traditional college student has changed substantially during the last decade. Full time college students, directly out of high school and between the ages of 18 to 22, are rapidly diminishing and older, returning and part-time students are swiftly approaching a new majority in our nation's institutions of higher education. You have already heard the data that, in 1980, 41 percent of all students in higher education programs were part time. Current projections indicate that this number will increase to 46 percent by 1990. But, it is not just the notion of part time enrollment that is significant for our higher education community. It is also critical to note the "aging of the college population." By 1992, half of all college students will be 25 years of age and older and one in five will be 35 years old or older. In 1980, the number of part-time students, 25 years of age and older was 3.5 million; in 1990, that number will have increased to 4.3 million, an increase of 23 percent. Given these data, one might assume that the "non-traditional" student will become the "traditional" client of postsecondary education in the future.

As we focus on aid to part-time, older students, we must also fully explore the necessity of providing this support. Due to the baby boom of the 1950's and 1960's and subsequent declines in the birth rate, 80 percent of the work force of the 80's is already in the labor market; in 1990, today's adults will make up 90 percent of the labor force; in the year 2000, 75 percent. Technological change and the retraining needs of the American work force to regain the "competitive edge" in our global economy make it apparent that we need to provide equal access to these non-traditional students to ensure America's continued growth and productivity. Indeed, the majority of part time, older students attending college today are doing so to facilitate career changes or to upgrade job skills. The need to provide skills and resources for our changing labor market will continue in the future, as many jobs become obsolete and new careers are being created. It is estimated that 3 percent of America's work force needs retraining at any one time. The United States economy needs these retrained, re-educated individuals as much as they are in need of Federal support to pursue higher education. The trend toward Life Long Learning is no longer a myth. We are living it; our eonomy is mandating it; and the Federal Government, in its own self-interest, needs to acknowledge and support it.

Specifically, the American Association for Adult and Continuing Education joins with other national educational associations in supporting the legislative recommendations of the Coalition For Aid to Part-Time Students (CAPS):

1. We would urge that the inequities in Pell grant awards between dependent and independent students and between commuting and boarding students be eliminated.
2. We are particularly concerned about the need to support needy, independent students with dependents and urge that the current legislation be changed to revise current day care allowances which reflect actual costs and that care for older dependents also be included in the computations. The significantly growing number of displaced homemakers who are in desperate need of educational and training opportunities necessitates this change.
3. We support the reform that will ensure that independent students with dependents are asked to contribute the same amount to their education as dependent students.

4. An area not previously mentioned but one which we believe also deserves attention is the need for institutions of higher education to design flexible graduate education programs attractive to the older, part-time student and to provide equal access to fellowship awards for both full-time and part-time students.

5. Finally, our last recommendation focuses on the need for institutions of higher education to make available and accessible information about financial resources to the part-time student. Information and referral, counselling and tutorial services such as those now provided through the TRIO programs need to be expanded to reach out to individuals from disadvantaged backgrounds as well as the "general" part-time student.

In conclusion, I would like to assure you that our association does not believe that the responsibility for retraining our work force lies solely with the federal government via its student aid program. We applaud the partnership of support generated by the majority of older students who are financing their own educational endeavors. We do, however, want to assist those for whom personal financing is a strong deterrent to the pursuit of postsecondary education.

Certainly, the business community has a great stake in this process. In fact, corporate in-house education and training now accounts for more than $30 billion in annual expenditures (about half the amount spent by the nation's 3,280 colleges and universities.) Further, notions such as Individual Training Accounts and the use of IRA's for retraining are being examined with much interest.

Rather, it is the intent of our association to emphasize the importance of the role of the Federal Government, in partnership with our institutions of higher education, in serving the "traditional student" of the future.

I thank you for the opportunity to speak before this distinguished body.

Mr. BIAGGI. Dr. Stedman.

STATEMENT OF HARVEY J. STEDMAN, DEAN, SCHOOL OF CONTINUING EDUCATION, NEW YORK UNIVERSITY

Dr. STEDMAN. Mr. Chairman and members of the committee, I appear before you today representing the National University Continuing Education Association and its nearly 350 member colleges and universities and the millions of adult part-time students they serve. For more than seven decades, NUCEA has provided leadership in continuing education and extension services. I also bring greetings to you from the president of New York University, Dr. John Brademas, who as you know for over 20 years served as a member of this subcommittee.

I should like at the outset to commend you, Mr. Chairman, and your colleagues for your efforts to focus a portion of the debate surrounding the reauthorization of the Higher Education Act explicitly on the needs of nontraditional students.

Let me also say how pleased I am to be sharing speaking privileges this morning with two so knowledgeable and effective advocates of higher education and the special role of urban universities, Chancellor Joseph Murphy and Mr. James Harrison, as well as with Miss Koloski, a respected leader in the field of lifelong learning.

In my time this morning I would like to speak briefly about the changing educational environment and the changing constituencies which colleges and universities need to serve.

Working men and women over the age of 25 who cannot afford to attend full time, and minority youth who may never attend college if special incentives are not provided for them, are the populations about whom this hearing is directed this morning. I want to underscore that it is important to raise questions today about this country's Federal assistance strategies if we are to meet the needs of the new student population which will prevail for the balance of this century.

I would also like to comment briefly on changes in the current law which NUCEA members believe should be made in order to ensure that nontraditional students are treated more fairly.

Mr. Chairman, many Americans, including educators, as well as business leaders and public policymakers, continue to think that the traditional college student is the young person recently graduated from high school between the ages of 18 to 22 years old, and attending classes full time. The reality of our Nation's campuses is very different, however, as Chancellor Murphy has already indicated.

Part-time students represent the fastest growing segment of post-secondary education. At New York University, for example, nearly 40 percent of our students today enroll part-time, and indeed, part-time enrollments are projected to continue nationally through the end of this century, while full-time enrollments decline.

In addition, fully one-third of the Nation's college students enrolled for degrees today are over the age of 25, and millions of additional students are participating in nondegree programs offered by these institutions.

In a word, Mr. Chairman, the face of American higher education is changing. The shifts which have already taken place point the way to a very different future for America's colleges and universities.

Today, just as two decades ago when the Higher Education Act was initially adopted, the Nation is at another educational crossroad. If students today, defined as nontraditional, are not encouraged to participate in the educational system of this country, valuable human resources are wasted, potentials are left unrealized, and our future as a productive and innovative people will be diminished.

We invest in education, in part, so that each individual can have an opportunity to find his or her place as a contributing member of the working community. We invest also to assure the competitive edge which sustains our national economy in a rapidly changing world. Support for nontraditional college students advances both of these important objectives.

Among the areas where national interest and Federal policy intersect with higher education, none is more consequential than the range of student aid programs which have opened the doors of educational opportunity to hundreds of thousands of Americans. And yet, under current law, Federal student aid policy discriminates against many part-time older students, as has already been pointed out.

With these circumstances in mind, and with attention centered on the Higher Education Act of 1985, NUCEA is pleased to join with others in the Coalition for Aid to Part-Time Students to advance the seven-point proposal which Chancellor Murphy has already reviewed for you and which is appended to my formal statement.

Taken together, these proposals are designed to ensure that individuals who can demonstrate financial need are not excluded from Federal aid programs simply because they may be older and attending school on a part-time basis. To borrow from the jargon of the tax reformers, the goal should be to make student aid programs "adult neutral."

I want to emphasize that these programs affect campuses across the sepctrum of the higher education community. Chancellor Murphy, for example, leads one of the most dynamic and diverse systems of public higher education in the Nation. I serve at the largest private university in the country. The needs of our two institutions differ in many ways. This is to be expected. Yet as to the importance of these proposals affecting nontraditional students, we are in full agreement.

I want here also to draw special attention to H.R. 2711, the "Fair Financial Aid for Part-Time Students Act," recently introduced by Congressman Biaggi. NUCEA commends Mr. Biaggi for his leadership on this issue and for helping to bring the concerns of the nontraditional student to the forefront in the current debate. We hope that this legislation will figure positively in the reauthorization plan which will ultimately emerge from this subcommittee.

In the realm of student aid, given the tremendous unmet need across the board, it is easy for this debate to become framed in terms of full-time versus part-time student assistance. We recognize also that in 1985 this reauthorization process is taking place in an environment of potential budget freezes, cutbacks, and slowed program growth. In designing alternatives, we must not, however, give way to the status quo merely because we fear that any discussion of new financial aid approaches will lead to a dismantling of current programs. Indeed, when the case for financial aid has been made effectively in the past, both Democrats and Republicans alike have supported increases in student assistance programs. It is title IV, with its special provisions such as the TRIO program, that make it so potentially critical to constituencies outside the mainstream.

Let me conclude by emphasizing that the principal questions before us today are not only confined to the exact formulas or technical adjustments which can be made in the existing legislation—important though such matters are. The more basic task is to proceed in earnest, to grapple with the educational and economic consequences of meeting the needs of constituencies which will comprise the college student population of the future.

NUCEA welcomes the continuing opportunity to work with the members and staff of this subcommittee and with leaders in the higher education community to help meet the needs of those students.

I thank you very much for the opportunity to comment here this morning.

[The prepared statement of Harvey J. Stedman follows:]

PREPARED STATEMENT OF DR. HARVEY J. STEDMAN, DEAN, SCHOOL OF CONTINUING EDUCATION, NEW YORK UNIVERSITY, ON BEHALF OF NATIONAL UNIVERSITY CONTINUING EDUCATION ASSOCIATION

Mr. Chairman and members of the Subcommittee, I am Harvey J. Stedman, Dean of the School of Continuing Education at New York University.

I appear before you today representing the National University Continuing Education Association and its nearly 350-member colleges and universities and the millions of adult, part-time students they serve. For more than seven decades, NUCEA has provided leadership in continuing education and university extension services. I also bring greetings from the President of New York University, Dr. John Brademas, who as you know, for over 20 years served as a member of this Subcommittee.

I should like at the outset to commend you, Mr. Chairman, and your distinguished colleagues, for your efforts to focus a portion of the debate surrounding the reauthorization of the Higher Education Act explicitly on the needs of these nontraditional students.

Let me also say how pleased I am to share speaking privileges this morning with two so knowledgeable and effective advocates of higher education and the special role of urban universities; Chancellor Joseph Murphy and Mr. James Harrison—as well as with Ms. Judith Koloski, a respected leader in the field of lifelong learning.

In my time this morning I would like to speak briefly about the changing educational environment and the changing constituencies which colleges and universities need to serve. Working men and women over the age of 25 who cannot afford to attend full-time and minority youth who may never attend college if special incentives are not provided them are the individuals at issue in this hearing. What I want to underscore is that it is important to raise questions, today, about this country's Federal student assistance strategy if we are to meet the needs of the new student population which will prevail for the balance of this century. I want also to comment on a number of specific changes that NUCEA members believe should be made in current law governing distribution of student aid in order to ensure that non-traditional students are treated more fairly.

Mr. Chairman, many Americans—including educators, as well as business leaders and public policymakers—continue to think of the typical college student as a young person recently graduated from high school between the ages of 18 to 22, and attending classes on a full-time basis. The reality on our nation's campuses is very different.

Part-time students represent the fastest growing segment of postsecondary education, and now account for over 5 million students. At NYU, for example, 40% of the students today enroll part-time. Nationally, projections are that part-time enrollments will continue to increase through the end of the century, while full-time enrollments will decline;

Fully one-third of this nation's college students enrolled for degrees are over the age of 25;

Millions of additional adults are participating in non-degree programs offered by these institutions.

Diverse in background and personal circumstance, these nontraditional students share in common life patterns which are at odds with the conventional definitions of "the right time and right place for schooling". They encompass:

The working father, married at 19 and who at 30 realizes his advancement in the workplace requires a college degree;

The single-parent mother, who at 27 finds her job eliminated with no real alternative but to start a new career;

The 20 year-old Hispanic or Black youth who gave up on success before he even had a chance, and who though unemployed today can be a part of the work-force of tomorrow if he can acquire the necessary skills;

The youngest child from a family of five who chooses to work and study part-time rather than accumulate an enormous debt by borrowing to attend school full-time.

Mr. Chairman, in a word, the face of American higher education is changing. The shifts which have already taken place point the way to a very different future for America's colleges and universities.

Today, just as two decades ago when the Higher Education Act was initially adopted, the nation is at another educational crossroad. If students defined today as nontraditional are not encouraged to participate in the educational system of this country, valuable human resources are wasted, potentials are left unrealized, and our future as a productive, innovative people will be diminished. We invest in education, in part, so that each individual can have an opportunity to find his or her place as a contributing member of the working community. We invest also to assure the competitive edge which sustains our national economy in a rapidly changing world. Support for non-traditional college students advances both of these important objectives.

Among the areas where national interest and federal policy intersect with higher education, none is more consequential than the range of student aid programs that have opened the doors of educational opportunity to hundreds of thousands of Americans.

And yet under current law, federal student aid policy discriminatess against many part-time and older students.

For example, students attending college less than half-time are not eligible to receive Pell Grants, Guaranteed Student Loans or National Direct Student Loans. Students attending half-time or more are eligible for these programs, and all part-time students are eligible for SEOG and work-study aid, but these students receive far less support than would be expected based on their numbers and financial condition.

There are multiple causes for this state of affairs: inadequate information reaching these students; eligibility formulas that are detrimental to part-time students; the channeling by colleges of almost all discretionary federal aid to their full-time students, etc.

With these circumstances in mind, and with attention centered on the Higher Education Act of 1985, NUCEA is pleased to join the others in the Coalition for Aid to Part-time Students to advance a seven-point proposal. Included are the following recommendations:

1. Update the student living cost allowance to fairly reflect current living costs.
2. Revise the current day care allowance to reflect actual costs, and to include care for older relatives as well as children.
3. Assure that independent students with dependents are required to contribute no more to their education than dependent students. Today, a single parent with a small child is expected to contribute more to his or her education than a dependent student at the same income level.
4. Open Pell Grants, Guaranteed Loans and National Direct Loans to students attending college less than half-time. The computation of aid to these students would include only expenses directly related to college.
5. Revise the Pell Grant and eliminate the SEOG minimums to permit flexibility to meet the smaller needs of part-time students.
6. Assure that colleges provide information about aid availability targeted to part-time students.
7. Change the procedures by which institutions apply for campus-based aid providing flexibility to include, if desired, part-time students in their funding applications requiring only that if they are included a reasonable proportion of aid is allocated to these students.

Taken together, these seven proposals are designed to ensure that individuals who can demonstrate financial need are not excluded from federal aid programs simply because they may be older and attending school on a part-time basis. To borrow from the jargon of the tax reformers, the goal should be to make student aid programs "adult neutral".

I want to emphasize that these proposals affect campuses across the spectrum of the higher education community. Chancellor Joseph Murphy, of The City University of New York, for example, leads one of the most diverse and dynamic systems of public higher education in the nation. I serve at the largest private university in the country. The needs of our two institutions differ in many ways. That is to be expected. As to the importance of these proposals affecting nontraditional students we are in full agreement.

I want here to draw special attention to H.R. 2711, the "Fair Financial Aid for Part-time Students Act", recently introduced by Congressman Mario Biaggi. NUCEA commends Mr. Biaggi for his leadership on this issue and for helping to bring the concerns of the nontraditional student to the forefront in the current debate. We hope that this legislation will figure positively in the reauthorization plan which will ultimately emerge from this Subcommittee.

In the realm of student financial aid, given the tremendous unmet need across the board, it is easy for this debate to become framed in terms of full-time vs. part-time student assistance. We recognize that the 1985 reauthorization process is taking place in an environment of potential budget freezes, cutbacks, and slowed program growth. In designing alternatives we must not, however, give way to the status quo, merely because of a fear that any discussion of new financial aid approaches will lead to a dismantling of current programs. Indeed, when the case for financial aid has been made effectively in the past, both Democrats and Republicans alike have supported increases in student assistance programs. It is Title IV with its special provisions such as the TRIO programs, that make it potentially so critical to constituencies outside the mainstream.

Let me conclude by emphasizing that the principal questions before us today are not only confined to the exact formulas or technical adjustments which can be made in the existing legislation—important though such matters are. The more basic task is to proceed, in earnest, to grapple with the educational and economic consequences of meeting the needs of the constituencies which will comprise the college student population of the future.

The National University Continuing Education Association welcomes the continuing opportunity to work with the members and staff of this Subcommittee and with leaders of the higher education community to help meet the needs of these constituencies.

Thank you for the opportunity for me to testify here today.

Mr. BIAGGI. Thank you very much.

Mr. Ford.

Mr. FORD. Thank you, Mr. Chairman.

First, I would like to observe that I am pleased to see all of you recommending the reenactment of what we did in 1980. This committee sent forward from the House a bill that did, indeed, treat the independent student on the same basis as the dependent student. It survived the conference with the Senate and became part of the 1980 amendments to the act, and was one of the victims of "midnight massacre No. 2," which was the passage of Gramm-Latta.

I think it was an unintended result, particularly since one of the strongest fighters for that provision, and the one who provided the amendment that was adopted by the House, was the late ranking member from the State of Ohio, the ranking Republican member of this committee. We knew then there was no partisanship involved in David Stockman's massacre of our bill because he knocked John Ashbrook's amendment out with mine.

It made a lot of sense to us then and we have had ample opportunity—and you have articulated it this morning—to see that there was a very bad mistake to back off from that change in 1980. I trust that the committee will be persuaded to return to where we were. It is not asking too much, even in the time of freezes, to advance to 5 years ago. That is really what we would be asking for.

I do want to ask each of you to respond to one observation. The ACE and NASFAA and a number of other organizations have suggested a new test as an alternative to the administration's suggestion of an arbitrary 22 years of age for an independent student—and I'm sort of paraphrasing it. It says that undergraduates under the age of 23, who have not reached age 23, will be required to provide parental information, unless the person is an orphan or a ward of the court, is married, has a dependent child, is a veteran, or if the aid administrator has other information which would cause him or her to waive the prohibition or requirements with respect to dependency. In other words, the aid administrator looks at the facts of life as they exist for that student and determines that they are, in fact, independent. Then it would provide that all graduate students would not have to provide parental information.

I believe, Jim, that your organization may have participated in putting this together for ACE. I'm not sure. But how do you on the panel react to that kind of a definition of independent student?

Mr. HARRISON. Mr. Chairman, I am still awaiting some guidance from my board members on that. It has been greeted with mixed reactions.

I think that ACE and NASFAA have done a remarkable job in trying to come up with a more reasonable approach to the whole idea of the independent student. I think they are beginning to abandon the traditional notion that somehow the independent student is some scoundrel who doesn't fit the definition and, therefore, we ought to try and get rid of him or pretend he or she isn't there. I think NASFAA and ACE have come a long way away from an attitude which was all too prevalent a few years ago.

I would like to be held excused from saying "yea" or "nay" to I think the rather good and thought-provoking proposal that Dallas Martin and the ACE people have put together, though, if you will, until my board tells me what it is I really believe on the subject. [Laughter.]

Mr. **Ford**. I remember, Mr. Chairman, when he was running this committee through Chairman O'Hara, that he was never that uncertain about anything. [Laughter.]

Mr. **Harrison**. I don't remember that.

Mr. **Ford**. You had Mr. Biaggi and I convinced that you always knew what you were talking about. [Laughter.]

Mr. **Harrison**. Oh, come on, Mr. Chairman. [Laughter.]

You were never convinced of that, sir.

Ms. **Koloski**. I, too, would like to defer. Being relatively new in my role with AAACE, I'm not sure I know enough about the nuances, quite frankly, of what you just proposed to be able to speak to it. I am sure there are other panelists that could, though.

Mr. **Ford**. Dr. Murphy.

Dr. **Murphy**. Mr. Ford, we have tens of thousands of people in New York City who are under 23, maybe even under 22, who are not orphans, not married, not dependents, not veterans, who when children had children and have been independent for a long time and may want to go back to school. Largely women, often minority, under the particular age, it seems to me these people would be excluded from the category of independent, despite the fact they would be dependent.

Mr. **Ford**. Suppose it includes the parent of a dependent child?

Dr. **Murphy**. Once that's in there, it makes a great deal of differnce to the constituencies that we serve. But I suspect that is something we would want to take a much closer look at before we give an assent to it.

Mr. **Ford**. For your information, when Mary Ann Lawler was in testifying on behalf of her proprietary school and her association, she gave us an example of what she would depict as an almost typical student at one of the campuses of her school—I believe in Queens. She described an Hispanic girl 19 years old, with two children dependent on her, without a high school diploma, taking those children by subway to a day care center, then by subway to school, and then repeating the process and then going to work at night. And while she was only 19 years old, she was seeking in a relatively short term entry level skills for a basic office job, which would be far above her expectations for employment otherwise.

It is almost a classic case of taking somebody off of welfare, if you will, and putting them into productive citizenship, who would have been blocked out by the proposals that have been made to arbitrarily cut off at age 22 and also cut off the student without the high school diploma. I think it was that kind of testimony that started emerging rather early in this process in response to the budget that caused people to start looking at this dependent-independent status more realistically.

If one looks at the 1980 census figures—you know, back in the sixties, we were legislating around here with census figures and they were all lump-sum numbers and we had to make a lot of generalizations with them. In 1970, we had the census computerized for the first time and in 1980 that was refined even further. You can go through the computer and you discover in the printouts that the conceptions that most of us have about what traditional American families are are obsolete, that, indeed, those definitions find a very small number of people. We are still hearing about the typical family of four—mom and pop and two kids. The census tells us that in 1980, of all families in the United States, only 11 percent of them fit that pattern. And yet we still use that over and over again and you hear it every place you turn, "Let's measure everything against the typical family of four." That represents 11 percent of the people living in a family situation, laying aside all of the others in society. It indicates that we have long since passed the stage where we ought to be held by those things.

The phenomena of the young girl that was described to us by Miss Lawler is something that has been around for a long time, but they were invisible in the past. Now they are more visible and perhaps we have—I don't doubt that there are more people now who at that age, under those circumstances, would opt for some sort of training or education instead of what they did a generation ago, which was wait around until something else would happen, or go to the streets and do something else as an alternative.

I don't have any difficulty with the idea of trying to accommodate that kind of student in the program. It seems to me that's really at the base of what we're trying to do and have been trying to do for over 20 years with this legislation. Our difficulty is in getting people in this institution to trust you people at the institutional level as far as this amendment would trust you, because it really moves the responsibility for the determination and it broadens the discretion, in effect, of applying the criteria, but applies it at the local level.

The imperfect test we have had in the past, no one has ever believed had any real relation to dependence-independence, and if you wanted to cheat and rip off the system, as people tend to think independent students are doing, the present rule makes it easy. You just have so many opportunities to present evidence of nonappearance on a 1040 that it is ludicrous that we've been using it all these years and with some kind of fairy tale belief that, indeed, it meant something. It doesn't mean anything.

Since the age of the Xerox, I don't know what prevents people from presenting any kind of a 1040 to a school that they want to. It's the one they file with the IRS that nobody can look at that counts. You don't go to jail for filing a phoney 1040 showing dependents or lack of dependents with a student aid officer. You do go to jail if you claim dependents you don't have on your tax return—or something happens to you for that.

Did you want to comment?

Dr. STEDMAN. I would just say that the good news is that the very important and influential players in this scene are now within the higher ed community trying to grapple with this. Clearly, all of us are concerned about abuse. I think the difficulty is that it illustrates here that, in fact, we're in the business now of trying to define what may turn out to be the majority. So it takes a terribly long list of descriptive words to describe, and I think that is harkening back to Jim's point before, an important point to keep our eye on. We want to be inclusionary here to the degree that it is possible, and be exclusionary to the most minimal degree, but clearly we've got to start someplace writing practical regulations. So I would just simply say that I think we applaud the effort to get some of these significant senior players in this business grappling with the notion that it is a very potentially broad population we're talking about here.

Mr. **Ford**. One final question, if I might, Mr. Chairman.

Dr. Murphy, on page 5, begins to delineate the seven salient points of Mr. Biaggi's bill, which I hasten to say I wholeheartedly endorse at this point for our consideration.

> First, it is recommended that eligibility for Pell Grants, guaranteed loans, and National Direct Student Loans be extended to part-time students who attend college less than half time. This provision would not include students in non-credit, continuing education courses and would be restricted to enrolled students working toward a degree.

Now, I thought I detected—although you endorsed the bill, Jim—a distinction in how you describe your idea of the breadth of coverage for part-time students. This would restrict the part-time student in two very important ways. First, it must be credit courses and, second, that they would be restricted to enrolled students working toward a degree. Do you have trouble with that kind of restriction?

Mr. **Harrison**. "Trouble" is maybe not the word, sir. It is not the way I would have written it precisely. There is nothing in the law now, as I read it—I mean the law; I'm not talking about the regulations invented downtown to explain the law to itself. I am talking about the law that you people have written. It says a student has to be pursuing a degree in order tyo be eligible for title IV aid. As I said in my testimony, the proliferation of bachelors' degrees was not the purpose of the Higher Education Act. So I wouldn't have included the requirement that a student be pursuing a degree.

I think the seriousness of a student's pursuit of learning is not easily measured, either by his credential objective or by the number of hours for which he is registered. If I were rewriting the law, I would put fewer restrictions in there, offering fewer opportunities for our friends downtown to rewrite the law. I would remove restrictions rather than add any to it. I would remove the restriction on intensity of enrollment, for example, and let it go at that.

Mr. **Ford**. Dr. Murphy.

Dr. **Murphy**. You're quite right. There hasn't been unanimity on this issue. I think our sense of it is that historically people have looked at the notion of continuing education as somehow life enrichment rather than carreer, economic, or social advancement. That is not universally or necessarily the case. It was in here also I think to allay concerns that a whole new and perhaps overwhelmingly large constituency might be included with costs that would frighten people. So, I think the conformity here with prior practice is intended to allay fears more than to establish a policy. I am inclined, I think, to agree with Mr. Harrision's view that a more comprehensive and inclusive mechanism is desirable.

I have even taken the position that I think publicly, which is not a widely shared position, that the proprietaries in many instances do what I believe to be an important job and that the class distinction that often exists between established colleges and universities and proprietaries is an unfortunate self-defeating one. Indeed, I think we ought to be working more with proprietaries. There are a good many respectable institutions these days in the United States that actually started as proprietaries, a number of them in New York City.

I would want to see, whatever we do, provided as broad a base of opportunity for as many people as qualified under the established means test as possible.

Mr. Biaggi. Mr. Chairman, would you yield?

Mr. Ford. Yes.

Mr. Biaggi. Mr. Harrison and Chancellor Murphy, you're really talking about the optimal situation. No one disagrees with that fact. But the bill really is addressing itself to a new policy, and from a very practical perspecitve. All of you have been around a considerable period of time. I think it is important to get the foot in the door. This is just a legislative proposal. We don't know that it will be successful in enactment.

I know, as long as we're talking to each other, it is fine to talk about the ultimate. We're having trouble getting funds for existing programs, and we need more; clearly we need more. There is a demand out there. So, in order to deal with it in a practical fashion and not permit the opponents any opportunity to come out and say, "Well, this is going to be a wide-open situation, it's going to be another area of potential abuse," we must limit this program.

Mr. Harrision, you talk in terms of baccalaureates like they're trite achievements. I know some people who obtain baccalaureates a whole lot easier than others, but they do obtain them. If they go no further with them, they haven't enriched their own lives, consciously or unconsciously—and some students obtain them unconsciously. But they do obtain them. And some of that whole educational environment had to seep in, if only by osmosis.

I would be fearful of eliminating any restrictions at this point.

Mr. Harrision. Well, as I said in response to the chairman's questions, your proposal and the chancellor's proposal, limiting it as the bill would limit it does not give me trouble. In principle, I could argue against it all year, but you have to make prudential judgments, and you're good at it. So I wouldn't argue that point.

Mr. Biaggi. I appreciate that. But I'm just giving you my thoughts and our thoughts in crafting the legislation.

Thank you, Mr. Chairman.

Mr. Ford. I think Mr. Biaggi is really stating the kind of reservations we all have. Jim, you will recall that, in the late sixties when this committee and another subcommittee was passing something called the Adult Education Act, we were hung up for a long time in a fight between Mr. O'Hara and another member from Michigan no longer in the Congress, on the other side of the aisle, over using the term "adult education." The other member from Michigan was afraid that people would go to night school for the fun of it. So he insisted that we had to call it adult "basic" education and that we tie it down so that you could teach reading, writing, and arithmetic, and not fool around with other things.

I still recall somebody pointing out that high schools were teaching women who had never written a check before, who had never opened a checking account, now were widowed and on their own, a very basic course in how to do things like that, which wouldn't fit anybody's curriculum as adult basic education. We finally resolved it as adult education and said if it was a relevant sort of skill that someone could profit from, they ought to have it. I think we went to the floor and still had that member insisting that people would be taking music appreciation.

Indeed, I not too long ago saw a woman graduating in a commencement I was at, in her late sixties, with a degree in music appreciation, something that she had wanted to do and put off all during the years that she raised her children and perhaps her grandchildren. That offends some people.

I think Mr. Biaggi has very accurately anticipated the kind of reaction we're going to get from folks who themselves have not had experience with part-time students and will be very reluctant that this will be kind of a handy thing to do.

It's interesting that yesterday, when we had the young man who was the president of the National Association of Part-Time Students, I asked him if he coud write a definition for a part-time student that would be eligible for Federal aid. He said they hadn't thought about it.

Then I asked him, suppose that a housewife out in Scarsdale discovers that a particular school has a nice course on music appreciation, that they teach one evening a week, and she and her neighbors decide over a coffee clutch that that would be kind of a nice thing to do on Wednesdays while the husbands are bowling or playing cards or whatever, and they decide to go do it. Do you want them covered? Well, no, he didn't want to cover that kind of a part-time student, and that is the kind of example that would be thrown at us if we go out there with a wide-open "part-time is adequate" sort of approach. I think Mr. Biaggi has accurately gauged that.

I have one caveat about your restriction, however. When you add the words "be restricted to enrolled students working toward a degree," I wonder what happens to all of our community college students who are going for 6 months, a year, or 2 years, for some specific career-orinented program. So we would have to find some language to clearly include those people and satisfy the nervous nellies that we weren't going to let the housewife from Scarsdale slip in the door.

Mr. HARRISON. I thought a lot about that question ever since I got a call yesterday that you had asked it, and before that, on how to define a part-time student. I suppose if I were trying to write the regulations for the department, the first thing I would do would be to throw away the statute and the committee report and start out according to the way things were when I was 25 years old. But I learned from you and the previous chairman that that isn't the way you really want those questions answered.

I came up here to talk to you about part-time student. That really was the only question that was in my mind. The point that I am trying to make in this testimony is that the number of hours for which a student is enrolled is simply a lousy proxy for his seriousness. You can be enrolled full time at a distinguished university in the Los Angeles area and study economics from Arther Laffer and still be considered a serious studnet because you're enrolled full time. [Laughter.]

Or you can be enrolled for one course in astrophysics because you want to know more about how God made the universe, and under the present law you're not serious.

Sure, you can find people who are going to school for no useful purpose. I don't know how to write those definitions. As far as the definition of "part-time" is concerned, I suggest you amend the law to remove the necessity to write a regulation, simply stop talking about part-time students not being eligible, and therefore folks downtown don't have to write a regulation. They will, but they don't have to. You can make a pretty good case that what you're saying is, If a university of college admits a student at whatever level of intensity, that's good enough for the law. If the university says this is a legitimate student, at 25 percent of the normal workload, then that's a legitimate student eligible for 25 percent of a normal aid package.

We already say that in the law, essentially. We say a half-time student, as determined by the institution, will be eligible for full-time aid. That's a standard to which the wise and honest can repair.

Mr. **Ford**. Dr. Murphy, also in your statement, you said, with respect to campus-based aid:

> The institution should be given the option to count all its part-time students when applying for campus-based aid, or to exclude all part-time students from the aid application. If the institution does include part-time students on its application and does get aid on this basis, the school should be required to spend a "reasonable proportion" of the aid on those part-time students. There is no such requirement now and, without one, experience tells us the part-timer is often overlooked.

That raises a question with me. Do institutions now count the part-time student?

Dr. **Murphy**. Yes, I believe so.

Mr. **Ford**. So what you would do would not be to change the rules in effect to allow an institution that hadn't been counting them to get more money by doing this, but to simply say that, if you choose to count them, to get the money you have to apply it to those students?

Dr. **Murphy**. Right.

Mr. **Ford**. Thank you.

Mr. **Biaggi**. I have a number of questions, Mr. Chairman, but our colleague, Mr. Solarz, is required to go to the floor so I will defer to him for a short period.

Mr. **Solarz**. Thank you very much, Mr. Chairman. I appreciate your indulgence. As you know, the foreign aid bill is on the floor and I have been somewhat involved in that legislation.

Let me just say that I think the bill that you have introduced to deal with this matter is characteristic of the kind of creativity which you have brought to your career in the Congress. I think it is really an exemplary indication of your determination to deal with the kinds of problems that affect the working people in our country.

Mr. Biaggi. If you keep talking that way, I will extend the period. [Laughter.]

Mr. Solarz. I am constantly impressed with your energy, your wisdom, and your friendship. [Laughter.]

Let me also say, Mr. Chairman, that the last time I had an opportunity to put any questions to Dr. Murphy was 27 years ago when he was my instructor in a course in political philosophy, when I was a freshman at college. I remember particularly well his lecture on Hobbes. It ultimately suited me very well for Brooklyn politics. [Laughter.]

And his lecture on Machiavelli was also quite useful—not necessarily in advancing my academic career, but certainly in helping my political career. [Laughter.]

I have a few questions I would like to ask about the essential justification to this approach.

I just want to make one other parenthetical comment, and that is, I did teach for 2 years in the City University of New York, part-time students, in the School of General Studies. I must say they were among the most impressive group of students I have ever encountered, particularly in terms of their evident determination to get an education. These were not people who were there because it was expected they would go to college, or because it was the thing to do, or where there was parental pressure, or they didn't know what else to do at that stage of their life. Each and every one of those people was there because they wanted an education. I found that enormously impressive and exciting.

Now, having said that, let me ask you some questions which I imagine will be raised in the course of the debate over this legislation as it moves forward in the legislative process.

First of all, if, in fact, there has been, as the testimony seems to indicate, a 65-percent increase in the number of part-time students enrolled in the country between 1972 and 1982, then what is the need for the legislation? Presumably, the primary purpose of these higher education assitance programs is to make it possible for people to get an education that otherwise would not be able to get one, because they lack the resources.

It seems to me that someone could conceivably turn this statistic which you have used to justify the legislation around against you. It so many more students are, in fact, enrolling on a part-time basis, doesn't it constitute possible evidence that they don't need these programs in order to go to college, because they're going in increasing numbers even without it. As one of the witnesses pointed out, the purpose of these programs is not to give people degrees for the sake of degrees, but to give them an education. My very good friend and colleague rightly pointed out that, you know, you can't accomplish everything in one bill, that this is perhaps a step in that direction.

But how do you respond to the argument that if there has been such a dramatic increase in the number of part-time students, it perhaps suggests that we don't need this kind of legislation if, in fact, the purpose of it is to make it easier for people to get a part-time education.

Dr. **Murphy**. The very fact that you raise the question the way you do suggests that the course you did have in philosophy 20-some years ago was not frivolous but, in fact, ended up having more utility than you might have imagined. You've got colleagues who would argue that our history and philosophy are simply for your own private, subjective benefit. Here is a fine example of how cultural advancement can also be politically useful. [Laughter.]

Mr. **Solarz**. You mean how a raw, untutored youth from Brooklyn can be transformed into a contemporary equivalent of a Talmudic scholar asking nitpicking questions that drive young graduate instructors to distraction. [Laughter.]

Dr. **Murphy**. I confess that there's a bit of pilpul in the question, but I won't press the issue.

The first is the question of fairness, obviously. If some part-time students will receive certain kinds of assistance, then it is arbitrary and capricious to argue that part-time will be defined in a particular way, such that 50 percent—even an Aristotelian golden mean was not 50 percent but somewhat off center. So, there is a kind of arbitrariness that suggests that the fairness doctrine is violated.

The second issue is, a parallel case would be the issue of day care, for example, or child support of some kind. There are those who will say there has been such a tremendous increase in the numbers of students who seek day care services for their children that it's not necessary, after all, to provide these facilities, since obviously there are sufficient facilities to account for that increase now being provided.

The answer is that higher education has become the principal vehicle for upward mobility of all our people, and because it is that, more and more people seek it than ever before, as I think Mr. Ford pointed out correctly. The result is that those who are seeking it now for the first time are often those who have never sought it out before as a vehicle for upward mobility, and, therefore, we do not know and cannot even begin to know what the extended availability of that service would bring into the system.

For example, if you doubled today the day care facilities in the City University, you would fill up every available spot, and if you doubled it again tomorrow, you would continue to, so that the percentage increase would be enormous.

Mr. **Solarz**. Joe, let me interrupt you at this point and ask this question: Are there any studies available which indicate how many people are not availing themselves of part-time educational opportunities, because they lack the financial resources to do so, who would avail themselves of such opportunities if assistance were available?

Dr. **Murphy**. As you know, confirmation of a contrary-to-fact conditional is extremely difficult. We have prior experience, however. For example, the State of New York put in place last year an $11 million part-time tuition assistance program for the first time, despite the fact that it spends $390 million a year for full-time tuition. Only about half of those dollars were actually spent, and we got curious to find out why. The answer was, (a) people didn't know about it, (b) institutions didn't press for the program, and despite the fact there was no support even among the institutions that took State money for that program, half of the money was, in fact, spent. It was easy to determine that with a little effort, namely, making the availability of the program known, we would have recruited more students.

Mr. SOLARZ. You make the point that one major argument for this legislatin is the equity argument, that part-time students ought not to be treated differently and, therefore, unfairly in comparison to full-time students. But I would imagine that the primary justification for this would be the presumptive expansion of opportunities which it would make possible.

Would it be a fair statement to make, that if an approach like this were tried and it was determined after a period of time that it had not produced an increase in enrollments above and beyond what might have been expected without it, that it was not serving that primary purpose of increasing education, albeit, part-time opportunities——

Dr. MURPHY. Only if that were the only variable and you were able to isolate it. But you have another experience you might examine. Prior to the imposition of tuition in the City University in 1976, the total enrollment in the university was 260,000 students. Three years after tuition was put in place, the total enrollment in the university was 180,000 students. There was no dramatic increase either in the State university or in private institutions. Clearly, the tuition rate had something to do with the enrollment.

Mr. SOLARZ. Right. Well, you're talking about enrollment for full-time students or enrollment for——

Dr. MURPHY. For all.

Mr. SOLARZ. Was there a comparable decrease in part-time enrollments?

Dr. MURPHY. There was a dramatic increase in part-time enrollments because the tuition difference made it more economically possible for students and part time.

Mr. SOLARZ. But you would agree that, in justifying this legislation, that in addition to the equity arguments, the increase in educational opportunities would be another major argument for this?

Dr. MURPHY. Of course.

Mr. SOLARZ. Let me say, I think it would be very helpful for the record if you or any of the others could supply whatever supporting statistics, analogies, references, documentation, or whatever, because I do think that's a critical point.

I just have one final question, and that is——

Mr. BIAGGI. Before you pose the question, will the gentleman yield on the issue?

Mr. SOLARZ. Certainly.

Mr. BIAGGI. Incidentally, I believe the question is a very substantial question and the responses to it are essential in order to bolster the position of the advocates of the legislation and resist any criticism.

But let me give you my personal experience. I only started to work for my degree at the age of 45. I was given a full scholarship. Otherwise, I wouldn't have commenced. While I was teaching in City University for 2 years as an adjunct, part-time professor, I made a point to ask the older students what motivated them to go back to school and what prompted them to get started. Well, they said they would have been happy to do this sooner and wanted to do it sooner, but they simply couldn't afford it. Apparently as they matured and advanced in their jobs, they earned a higher income. Also those with children saw the children grow up and leave home, lessening the financial burden. However, that was a delay in their own personal enrichment, and it was a delay in the development of those human beings that could have commenced years earlier and benefited the community as well as those individuals sooner.

I would like to commend Miss Koloski on her reference to what is a part-timer. I think that term should be eliminated. They're students, nontraditional students.

I remember having a hearing some 6 years ago upstate, and I was impressed because it was the first time the notion of nontraditional students came to my attention. I was also impressed by the fact that there was a growing population of nontraditional students.

Given the testimony today of the entire group, clearly nontraditional students are not simply a part of the total system; they are a very substantial part. Clearly, they are the part that is sustaining many of the institutions today. Without the nontraditional students, many of the marginal schools and the universities would find themselves in extreme difficulty.

Chancellor Murphy just mentioned the reduction in enrollment from 260,000 to 180,000. Without governmental assistance, these would be far less than 180,000 students. So I think we can make a case for governmental assistance, but the more information we have, the better.

Thank you.

Mr. SOLARZ. I think that this kind of impressionistic analysis which you have put forward, based on your own experience, sounds very, very persuasive to me. I think it is very helpful.

My sense also is—although you're much more familiar with the politics of this issue than I am—that our ability to make the case, that this will, in fact, result in an expansion of opportunity, will be very, very important in terms of persuading our colleagues that this is an initiative worth supporting. We must demonstrate it is not simply making it easier for those who are already there, but will, in fact, open up the doors to educational opportunity for hundreds of thousands or millions that might not otherwise be in a position to avail themselves of higher education.

Now, the final question I have is, in view of the fact that what is being proposed here is not an overall increase in the level of funding in which more is being made available for part-time students, but rather, is simply a redivision of the existing resources in a way which will result in more being available to part-time students, it inevitably and escapably follows that less will be available for full-time students. I would like you to address yourselves to the national interest implications of that question.

I mean, I take your points on equity, but in terms of the national interest, presumably, if we take from the same pot of money a certain amount and make it available to part-time students, there will be a number of people who are then able to go to school on a part-time basis who otherwise wouldn't be able to go. But similarly, it presumably should follow that there will then be less money available for the full-time students, and there may then be a number of full-time students who will have to withdraw from a full-time status because they don't have enough money to continue on that basis.

As educators, I would be interested in your view as to whether this is something that ought to concern us, whether it is fundamentally irrelevant, or whether we're better off having more part-time students at the expense of less full-time students.

Mr. **Harrison**. First, sir, under the proposals I think made to Mr. Biaggi and everyone here at the table, the criterion would still be individually demonstrated need. So the part-time student would not be taking money away from an equally deserving full-time student. That would be absolutely essential.

Mr. **Solarz**. The overall level of funding automatically increases because it's an entitlement?

Dr. **Murphy**. It's an entitlement.

Mr. **Harrison**. Yeah.

Second, the limited experience that we have had with the set-aside in present law, where universities that want to can set aside up to 10 percent of their money for less-than-half-time students, has suggested, as I said in my testimony, that indeed, most part-timers under rigorous needs analysis cannot qualify. Fine. They should not. But the numbers of part-timers who will qualify for student aid if this prohibition in the law is lifted is very small.

Mr. **Solarz**. Well, if the adoption of this legislation will not result in a reduction in aid for full-time students because it's an entitlement program and it's based on need, does anybody have an estimate as to what the cost would be in additional obligations on the Treasury? I mean, that's obviously a question which some of our colleagues, in a year of $200 billion deficits, are going to ask.

Dr. **Murphy**. We have not reached any agreement about what this cost would be, and we have asked that it be researched. The best I can provide for you is a personal guess, and I would say $100 million to begin, just on the numbers of part-time students who are presently attending. But there is no clear number at this point that anybody is prepared to support.

Mr. **Solarz**. One doesn't quite know what to say about that, except that I would imagine that as we move forward some precise estimates may be asked for. I think the idea is a fine one, and I fully agree with Mr. Biaggi that there are millions of Americans who can benefit from a part-time education, and the sooner they can get it, the better, because then they have more of their life to utilize the benefits of an education.

But I also think that we have got to keep in mind the political and fiscal realities within which we're operating. There are a lot of very, very constructive ideas, of which this is one, that if they're going to be sold have to be sold on the basis of their also being compatible with the context within which we're operating this year.

Dr. **Stedman**. Doesn't this in a way harken back to the chairman's definitional question before? I mean, clearly, if we are able to put some kind of parameters—albeit Jim does limit the universe that we're talking about—it gives us a doable way to manage the change which is all about us. I think in terms of national interest, what we have really got to accept is that the education of older people is as vital to the country as young people and children.

Mr. **Solarz**. Supposing somebody on the other aisle, to limit the financial drain on the Treasury, offered an amendment to this which included the formula changes which made part-time students eligible but set a cap which limited any overall increase in the program, so that, in fact, whatever went to the part-time students was taken out of the pool available to the full-time students? Would you still be in favor of it and, if so, why; and if not, why not?

Mr. **Ford**. Let me say to the gentleman that if the House got crazy enough to adopt such a cap, the chairman would move that the committee rise and we would go back to the drawing board. That bill would never go to conference with me and the Senate.

Mr. **Solarz**. Well, if the chairman says so, I am sure that is the case. But just on the merits, I am interested in your responses.

Dr. **Murphy**. This bill has a title, and in the title is the word "fairness." I think that is the principal thrust here, at least initially. We want to do what is fair. It is fair to define somebody as eligible because they're taking three courses, and it ought to be fair to give someone who is taking one course a third of that, everything else being equal.

I would emphasize I think the notion of fairness here, rather than any other kinds of arguments that are essentially institutional arguments.

Mr. **Solarz**. So you think, in effect, we have no national interest in encouraging full-time as opposed to part-time students?

Dr. **Murphy**. It is not a question of the Government encouraging an interest. It is providing opportunities for people who have that interest but can't exercise it.

Mr. **Solarz**. Mr. Chairman, I want to thank you very much for indulging me. I appreciate it.

Mr. **Biaggi**. We will have a 10-minute recess.

[Whereupon, the subcommittee was in recess.]

Mr. **Ford** [presiding]. The committee will come to order.

Mr. Biaggi.

Mr. **Biaggi**. What problems, if any, do you see in implementing aid to the part-timers?

Dr. **Murphy**. One of the difficulties we encountered with similar legislation at the State level, Mr. Biaggi, was the dissemination of information on the availability of the dollars and the conditions under which they are to be granted. So I would say the two issues we would face technically is dissemination of information so that enough people know about the program, and secondly, the whole issue which at some point needs to be addressed, the extraordinary complications involved in both the application for grants and assistance for aid and the administration of the program.

We are preparing now a report for this commiittee and others interested of ways of simplifying the language on the way the whole student financial aid programs are to be administered. Right now the amounts of paper required to do the award, the determiantion of eligibility, the application forms themselves, verification and so on, are extremely complicated.

Mr. **Biaggi**. Can it be done?

Dr. **Murphy**. Yes, sir.

Mr. **Biaggi**. Dr. Stedman.

Dr. **Stedman**. I would just simply echo that you take the experience with the aid for part-time students at the State level in New York, I think you have there an indication of, on the one hand, the complications, but on the other hand, an affirmation that it is very doable.

Mr. **Biaggi**. Jim.

Mr. **Harrison**. I wouldn't add a word to what has been said.

Mr. **Biaggi**. I have no further questions, Mr. Chairman, but I would once again like to thank the members of the panel for their contributions, and also for their support, without which the legislation clearly would have great difficulty.

Mr. **Ford**. I want to thank you very much for your preparation for today's hearing and your participation today. You can tell that you provoked a lot of interest.

I think we are wearing some of the members out by this method of going through the Higher Education Act. In the old days somebody threw a bill together and you either got groups to support it or oppose it and then you compromised it and you had a bill. We are trying to not overlook the minor things that usually got settled at two o'clock in the morning in a conference. This whole question of the independent student and the part-time student would get lost in the shuffle if we don't do it up front.

We appreciate the fact that you have put so much time into it and trust that you will continue to work on all of the sources you have to see that other people understand it in the light you are projecting here.

Thank you very much.

Mr. **Biaggi**. Mr. Chairman, I would like to make one further observation. I think reference was made to the greying, student population. Some people have raised the question of why is it so important that we educate those who have moved along in years. I am talking about the more adult rather than the older young folks. Given the extension of life expectancy, even if one obtains a degree at 60 or 65, the vigorous nature and physical condition of the elderly in our country is such that one would have a good 10 to 20 years further to contribute and participate in a life that is even more enhanced because of that education—aside from the personal gratification of having achieved it.

Mr. **Harrison**. They're not getting old, Mr. Biaggi, they're just getting more serious.

Mr. **Biaggi**. It's intergenerational. They like to go back and study with young folks.

Thank you.

Mr. **Ford**. The next panel is Mr. Gerald Bird, associate dean for Student Affairs and Financial Assistance, University of Alabama at Birmingham; Dr. Dolores E. Cross, president, New York State Higher Education Services Corporation; Miss Jean Frohlicher, staff director, National Council of Higher Education Loan Programs; and Miss Dee Brock, vice president for adult education, Public Broadcating Service.

Your testimony will be inserted in the record, and we will start first with Mr. Bird.

STATEMENT OF GERALD T. BIRD, ASSOCIATE DEAN OF STUDENT AFFAIRS AND DIRECTOR OF FINANCIAL AID, UNIVERSITY OF ALABAMA AT BIRMINGHAM, APPEARING ON BEHALF OF THE NATIONAL ASSOCIATION OF STUDENT FINANCIAL AID ADMINISTRATORS, ACCOMPANIED BY A. DALLAS MARTIN, JR., EXECUTIVE DIRECTOR, NASFAA

Mr. BIRD. Mr. Chairman, members of the subcommittee, I am Gerald Bird, the associate dean of Student Affairs and director of Financial Aid at the University of Alabama in Birmingham. I am currently president of the National Association of Student Financial Aid Administrators.

I appreciate this opportuntiy to appear before you today. I am accompanied by NASFAA's executive director, Dallas Martin.

We are pleased, as a part of your hearing on the reauthorization of the Higher Education Act, that you have scheduled time to discuss the role and the needs of the "nontraditional" student in today's postsecondary educational system.

Research data gathered in 1982 and 1983 by the National Center for Educational Statistics shows that 5.25 million students were enrolled in higher education on a part-time basis, or roughly two out of five students. A little more than 3 million of these students were enrolled as undergraduates. As such, part-time students are reported as one of the fastest growing groups in postsecondary education.

As a result of these facts, many educators and policymakers are increasingly focusing attention upon the needs of these students and upon the current policy of primarily delivering financial aid to those students who are enrolled half-time or more.

While NASFAA does not have any specific legislative recommendations at this time, we feel there are a number of facts and circumstances that need to be carefully considered before this subcommittee decides upon an appropriate course of action to deal with the needs of the adult part-time student.

In 1980, our association supported the legislative change that allowed institutions to expend up to 10 percent of their college work-study and Supplemental Educational Opportunity grants to students who were enrolled less than half-time. It was our belief that such an approach would enable schools who wished to attract and serve these students to do so under their existing operational structure without having to administer such funds under a separate set of program regulations. Additionally, grants and employment would be more preferable to those underserved part-time students than would loans, not to mention the administrative costs and/or complexities associated with providing small balannce loans to most of the students.

But, unfortunately, this option has not been utilized by the vast majority of institutions. In fact, during the past academic year ending on June 30, 1984, only 64 institutions elected to expend any of their 1983 college work-study or SEOG funds to less than half-time students.

Of the total $355 million appropriated for SEOG programs in fiscal year 1983, $95,677 was awarded to less than half-time students, while $191,519 out of $590 million in college work-study funds were expended. We have a complete chart using data provided to us by the Education Department which outlines these figures. That is in your testimony as Appendix A. It was not available at the time the testimony was prepared and is now available here.

In order to better understand why more schools have chosen not to utilize the 10 percent option, NASFAA randomly surveyed a number of our members. While several reasons were given, the most frequently stated reason was simply that scarcity of available funds and the school policy to first provide financial aid to its full-time or at least half-time students who have financial need.

The second issue we have attempted to examine is whether the current trend of more and more older students enrolling in school is going to be with us for many years, or is it strictly a function of the aging of the "baby boomers." Clearly, all of the demographic data shows there is definitely a decline in the number of persons in the traditional college age group of 18- to 24-year-olds.

In a paper prepared in the fall of 1984 by John Lee, formerly of Applied Systems Institute, Inc., for the Department of Education, an analysis was done to study the changing age composition of the U.S. population and then compare this changing pattern to the tendency of various age groups to enroll in postsecondary education. His study shows that both the overall population and college enrollment are becoming older. It is the relative shifts in both population and enrollment which must be assessed to determine if a greater proportion of older individuals are enrolling in college.

Table 3, found on page 8, indicates the population 35 years and older was very slightly more likely to be enrolled in 1982 than in 1974. The largest increase in participation rates, however, occurred within the traditional age group. While 24.61 percent of all 18- to 24-year-olds were enrolled in college in 1974, 26.67 percent were enrolled in 1982.

Mr. Lee's study also examined the age shifts with full-time and part-time enrollment, and again the results seem to parallel those found in this age composition's analyses. Table 4 on page 9 summarizes his findings.

Students over the age of 24 comprise a growing proportion of full-time enrollment. However, 81.62 percent of full-time enrollment is still made up of students under the age of 25.

The age composition of part-time enrollment differs substantially from that for full-time enrollment. Students aged 25 and over comprised 68.28 percent of all part-time students.

Given Mr. Lee's analysis, it is reasonable to conclude that while the number of older students on campuses has increased, that increase is primarily a function of the aging of the total population and not so much a function that a higher proportion of older people are going back to college.

Similarly, shifts in full- and part-time enrollments seem to parallel the shifts in age composition. While a greater proportion of full-time students come from the under 25 age population, an almost as high a proportion of part-time students comes from the older population. His study also clearly shows that while the traditional college age group has declined, enrollments have remained relatively steady, because a higher proportion of the 18- to 24-year-olds have been enrolling. This trend may be more difficult to maintain in the future, however, simply because of the decreasing number of these people in the immediate future. Likewise, while declines in the average size of America's high school graduating classes will continue until 1998 and beyond, the characteristics of the next wave of traditional college age students will be quite different.

As Dr. Bud Hodgkinson points out in his paper entitled "Guess Who's Coming to College," a much higher percentage of high school graduates after 1998 will be minorities, simply because of the current birth rate statistics.

If Dr. Hodgkinson's predictions are correct, and we believe that they are, then the total demography of postsecondary education will be quite different in the near future.

We also believe that Dr. Hodgkinson's predictions seem to imply that in the future it may be harder for institutions to maintain the same proportion of their student bodies from the traditional college age group and therefore competition for the older students may increase among the various sectors of postsecondry education. Additionally, there is the question of whether or not these older students will actually avail themselves of the more traditional forms of postsecondary education even if they are offered.

Clearly, there is compelling evidence that large numbers of older adults wish to continue their education. Today as many people are participating in adult continuing or recurrent education as are enrolled in our traditional postsecondary educational system, and the system that serves them seems to be working very well. Therefore, if new student assistance program are going to be developed to serve this part-time adult population, it seems prudent to carefully design them to meet the needs of those who truly need such assistance as opposed to simply providing universal subsidies for all part-time students.

In hearings that were held by this subcommittee on September 25, 1975, Mr. George T. Nolfi advanced a similar set of recommendations based upon a study made in Massachusetts, and the rationale for establishing selective entitlements for adults from lower income and lower provisions educational attainment levels. In his testimony, Mr. Nolfi correctly observed that:

> . . . while may adults of upper-middle income, previous educational attainment level and job status are utilizing existing continuing education opportunities, and have ample financial resources to do so, many adults of low or moderate income, lower previous educational level, and low job status are in need of direct financial assistance to realize their desire for continuing education.

Additionally, he noted:

> While continuing education at present theoretically exists as an open and equal opportunity for all adults, in fact, adults of lower income and lower socioeconomic status and previous education level do not have an equal opportunity due to inadequacy of information, inadequacy of financial resources, and inadequacy of perceived ability to succeed. For these and other reasons, the social benefits from public investment in increased recurrent education for lower income and low previous education adults will be quite high.

He then went on to outline the four policy tradeoffs that he felt were evident given the limited financial resources that were then available. We would suggest they are just as relevant today.

First, either we support more students on a part-time basis and fewer students on a full-time basis, or retain the status quo.

Second, resources are either diffused through a universal subsidy or are utilized in a focused way for selective subsidies to target clienteles and specific activities for whom there is a high social rate of return from participation in recurrent education.

Third, awards either result in the replacement of private moneys now flowing into the support of recurrent education with public funds, or they are used in a manner which complements those private moneys and, indeed, stimulates further investment in recurrent education.

Fourth, either the funds are diffused for a totally discretionary broad range of general interest education and activities and occupationally related education, or they are targeted first at providing necessary support for target clienteles to use additional education as a vehicle for advancement of their socioeconomic and employment positions.

Mr. Chairman, while matters have changed somewhat since Mr. Nolfi offered his proposal, many of the issues that he raised are still appropriate today. As I noted earlier, NASFAA has not developed any formal policy or proposal on exactly what should be done for the nontraditional or adult part-time student. However, we have attempted to provide you with a number of facts that we feel must be carefully considered and have raised the issues that need to be addressed. We also would encourage you to continue to allow schools to utilize up to 10 percent of their SEOG and CW-S moneys for less than half-time students. However, we do not believe that it is necessary to expand this option to the other title IV student assistance programs.

Further, we hope in developing any new program serious consideration will be given to keep it simple, thereby avoiding unnecessary administrative burdens and costs upon all parties. Lastly, we would encourage you to target such public subsidy upon those who are most in need and upon whom the aid will make the greatest impact.

In an incidental matter, NASFAA is engaged with the Association of Independent Colleges and Schools in reviewing needed changes to regulations to ensure a better and more equitable coordination of all pubic assistance benefits with student aid. When those results are available—and they should be available in late August—they will be made available to you.

Thank you for inviting us to testify on this important issue. Be assure we will be happy to work with you in any way we can to ensure the educational needs of all of our citizens.

[The prepared statement of Gerald T. Bird follows:]

PREPARED STATEMENT OF GERALD T. BIRD, ASSOCIATE DEAN OF STUDENT AFFAIRS, UNIVERSITY OF ALABAMA AT BIRMINGHAM, ON BEHALF OF THE NATIONAL ASSOCIATION OF STUDENT FINANCIAL AID ADMINISTRATORS

Mr. Chairman, Members of the Subcommittee, I am Gerald T. Bird, Associate Dean of Student Affairs and Director of Student Financial Aid at the University of Alabama at Birmingham, and President of the National Association of Student Financial Aid Adminsitrators for 1985-86.

I appreciate the opportunity to appear before you today. I am accompanied by NASFAA's Executive Director, Dr. Dallas Martin.

We are pleased, as a part of your hearings on the reauthorization of the Higher Education Act, that you have scheduled time to discuss the role and the needs of the "non-traditional" student in today's postsecondary educational system. The term "non-traditional student" is often used in various connotations to describe subsets of students who are different from the preceived norm. As such, adult students, or those 23 years of age or older are often referred to as "non-traditional" regardless of whether they are enrolled full-time or part-time. Likewise, married students, self-supporting students, or students enrolled in continuing education, retraining or recreational programs also are usually categorized as non-traditional, as are special groups of students such as the handicapped, high school dropouts, or those individuals who are institutionalized. Therefore, in order to appropriately examine the facts and needs of "non-traditional" students, we first must define the specific cohort of individuals we are trying to assist.

Research data gathered in 1982-83 by the National Center for Educational Statistics (NCES), shows that 5.25 million students were enrolled in higher education on a part-time basis, or roughly two out of five students. A little more than 3 million of these students were enrolled as undergraduate students. As such, part-time students are reported as one of the fastest growing cohorts in postsecondary education. NCES data also shows that over the period of 1972-82, enrollments in college students aged 25-34 increased by 70 percent. Women over the age of 25 make up nearly 45 percent of the growth in college enrollments. Other data shows that the average age of students enrolled in community colleges today is 36 years of age and climbing.

As a result of these facts many educators and policy makers are increasingly focusing attention upon the needs of these students and upon the current policy of primarily delivering financial assistance only to those students who are enrolled half-time or more. More over, many of these individuals are quick to point out, and correctly so, that students who are enrolled less than half-time are currently ineligible for Pell Grants, and all Federal student loan programs. A recent article on this subject which appeared in the July 3, 1985 Chronicle of Higher Education, contained a quote by New York University Dean of Continuing Education, Harvey Stedman who cited not only the financial but motivational aspects when he noted: "Student aid is so much a part of the college landscape that by not being eligible these students feel excluded." Still others argue that it is unfair for public policy to discriminate against certain citizens solely on the basis of the number of credit hours being taken and thereby denying them equal access to public funds. Needless to say, these and many other persuasive arguments can be made in favor of opening the existing Title IV student aid programs up to less than-half-time students, and they should be carefully examined. In fact NASFAA, in developing its own recommended policy guideline for awarding aid to less than half-time students, in 1980 adopted the position that the number of hours or credits for which a student is enrolled should not in and of itself be the single factor upon which to determine whether or not a student should be considered for financial aid.

On the other hand, while NASFAA does not have any specific legislative recommendations at this time, there are a number of other facts and circumstances we believe need to be carefully considered before this Subcommittee decides upon an appropriate course of action to deal with the needs of the adult part-time student.

In 1980, our Association supported the legislative change that allowed institutions to expend up to 10 percent of their College Work-Study and Supplemental Educational Edcuational Opportunity Grants to students who were enrolled less than half-time. It was our belief that such an approach would enable schools, who wished to attract and serve these students, to do so under their existing operational structure without having to administer such funds under a separate set of program regulations. Additionally, we reasoned, perhaps correctly or incorrectly, that grants and employment would be more preferable to these underserved part-time students than would loans, not to mention the administrative costs and/or complexities associated with providing small balance loans to most of these students. But unfortunately this option has not been utilized by the vast majority of institutions. In fact, during the past academic year ending on June 30, 1984, only 64 institutions elected to expend any of their 1983-84 College Work-Study or SEOG funds to less than half-time students. Of the total $355 million appropriated for SEOG programs in fiscal year 1983, $95,677 was awarded to less than half-time students, while $191,519 out of $590 million in College Work-Study funds were expended. A complete chart using data provided to us by the Education Department listing the individual schools and the amounts they expended under both programs is included in Appendix A of this testimony.

In order to better understand why more schools have chosen not to utilize the 10 percent option, we randomly surveyed a number of our members. Almost all of the respondents indicated they had far more eligible full or three-quarter time students with documented financial need than available funds. As such, their schools' policies were to award federal funds to these students first. Several of them indicated however, they did have small amounts of institutional or private aid sources. A couple of the schools also noted that limited state aid funds were also available. Three low priced institutions responded it would cost them more to actually account for the funds and produce the student's check than the amount of the tuition that would be paid to the student. Therefore they had decided not to use their federal funds in this manner.

Several of the institutions noted that the only students who attended their schools on a less than half-time basis were those enrolled in their evening continuing education programs, and as matter of policy they did not serve these students because most were not enrolled in degree or certificate programs, or were employed full-time. Still other respondents cited problems, or were employed full-time. Still other respondents cited problems with knowing how to effectively calculate the financial need of these students as the reason they did not award aid to these students. However, the most frequently stated reason was simply the scarcity of available funds and the school policy to first provide financial aid to its full-time or at least half-time students who have financial need.

The second issue we have attemped to examine is whether the current trend of more and more older students enrolling in school is going to be with us for many years to come or is it strictly a function of the aging of the "baby boomers" and the fact a higher percentage of women who dropped out earlier to get married and have families have now returned to complete their educations., Clearly, all of the demographic data shows there is definitely a decline in the number of persons in the traditional college age cohort of 18-24 year olds.

In a paper prepared in the fall of 1984 by John B. Lee, formerly of Applied Systems Institute, Inc., for the Department of Education, an analysis was done to study the changing age composition of the U.S. population and then compare this changing pattern to the tendency of various age groups to enroll in postsecondary education. As Mr. Lee notes, "Since institutional funding is generally directly related to enrollment counts, the economic well being of the institution may be at stake in getting the over 25 age population to participate in college."

However, his analyses, which were based upon data obtained from the October Current Population Survey (CPS) of the U.S. Census Bureau, show some rather surprising facts that may differ from current perceptions. The measure used in Mr. Lee's study is the college-going participation rate within age groups. The participation rate is a ratio in which the numerator is the number of individuals from an age group reported to be enrolled at a given time, and the denominator is the number of individuals in that population. The measure links changes in the population and enrollment in a single value that indicates the probability a member of a group is enrolled in college. The following is taken directly from this report:

Table 1 documents the shifts which have occurred in the age composition of the population between 1974 and 1982. The aging of the population is evident in the decline between 1974 and 1982 of the proportion of the population under age 25 and the increase experienced in all but one of the older age groups. The decline in the 45-54 age group marks the passage of those born during the depression years when the birth rates fell markedly. A one percent change in this table represents approximately two millon individuals. The aging of the baby boom generation is evident in the shifts of more than four million individuals from the under 18 age group between 1974 and 1982. This is the shift subject to much discussion among those who worry about from where colleges will draw their students in the coming years. As the bottom line of Table 1 indicates, there has been relatively little change in the proportion of the population over age 35. That group will begin to grow relative to other age groups in the next decade.

TABLE 1—AGE COMPOSITION OF THE POPULATION 1974, 1978, 1982

Age group	1974	1978	1982	1974 to 1982 Difference
Under 18	28.96	28.75	26.85	−2.11
18 to 24	12.92	12.75	12.59	−0.33
25 to 34	14.71	15.53	16.98	+2.27
35 to 44	11.26	11.39	12.41	+1.15
45 to 54	11.87	10.88	9.93	−1.94
55 to 64	9.75	9.80	9.81	+0.06
65 and over	10.53	10.89	11.42	+0.89
35 and over	43.41	42.96	43.57	+0.16

Source CPS October 1974, 1978, 1982
Compiled by Applied Systems Institute, Inc

Students enrolled in college also are becoming older. This is shown in Table 2. Enrollment of students under age 25 comprised 3.15 percent less of total enrollment in 1982 than it did in 1974. In 1974, 67.25 percent of enrollment was accounted for within this age group. Only 64.10 percent of enrollment fell within this group in 1982. The age group 25-34 gained 1.88 percent in share of enrollment between the two years.

The enrollment of students aged 35 and over comprised 1.28 percent more of total enrollment in 1982 than it did in 1974. However, this age group represents a small fraction of total enrollment, 10.40 percent in 1974 and 11.68 percent in 1982. It should be noted that this age group became a slightly smaller proportion (−0.29 percent) of enrollment between 1978 and 1982.

TABLE 2—AGE COMPOSITION OF COLLEGE ENROLLMENT 1974, 1978, 1982

[Head count]

Age group	1974	1978	1982	1974 to 1982 difference
Under 18	3.14	2.45	2.08	−1.06
18 to 24	64.11	62.59	62.02	−2.09
25 to 34	22.35	23.00	24.23	+1.88
35 to 44		7.14	7.82	
45 to 54		3.56	2.63	
55 to 64		1.07	0.87	
65 and over		0.20	0.36	
35 and over	10.40	11.97	11.68	+1.28

Source: CPS, October 1974, 1978, 1982.
Note: CPS aggregated all enrollment of the population aged 35 and over in 1974.
Compiled by: Applied Systems Institute, Inc.

Both the overall population and college enrollment are becoming older. It is the relative shifts in both population and enrollment which must be assessed to determine if a greater proportion of older individuals are enrolling in college. As Table 3 indicates the population 35 years old and older was very slightly (+0.26 percent) more likely to be enrolled in 1982 than in 1974. This is not a very encouraging increase to those who have identified this age group as a potential market for higher education.

The largest increase in participation rates occurred within the traditional college age group. While 24.61 percent of all 18-24 year olds were enrolled in college in 1974, 26.67 percent were enrolled in 1982. There was an increase of 2.06 percentage points in the probability enrollment in this age group.

TABLE 3—CHANGE IN COLLEGE-GOING PARTICIPATION RATES BY AGE GROUP 1974, 1978, 1982

[Head count]

Age group	1974	1978	1982	1974 to 1982 difference
Under 18	0.54	0.45	0.42	−0.12
18 to 24	24.61	25.63	26.67	+2.06
25 to 34	7.54	7.73	7.72	+0.18
35 to 44		3.27	3.41	
45 to 54		1.71	1.43	
55 to 64		0.57	0.48	
65 and over		0.09	0.17	
35 and over	1.19	1.45	1.45	+0.26

Source: CPS, October 1974, 1978, 1982.
Note: Compiled by: Applied Systems Institute, Inc.

The National Center for Educational Statistics continues to report increasing national enrollment each year, confounding expectations that the decline in size of the 18-24 year old cohort over the past several years would be translated into falling enrollments. The data reported here suggest that colleges are having greater success in drawing more enrollment from their traditional clientele than from the older population.

Mr. Lee's study also examined the age shifts within full and part-time enrollment and again the results seem to parallel those found in his age composition's analyses. Table 4 and the following description summarizes his findings.

TABLE 4—AGE COMPOSITION OF ENROLLMENT FULL- & PART-TIME 1974, 1978, 1982

Age group	1974	1978	1982	1974 to 1982 difference
Full-time:				
Under 18	4.25	3.66	2.95	−1.30
18 to 24	80.08	80.63	78.67	−1.41
25 to 34	12.47	12.88	14.96	+2.49
35 and Over	3.19	2.83	3.42	+0.23
Total	100.00	100.00	100.00	
Part-time:				
Under 18	0.91	0.28	0.47	−0.44
18 to 24	32.34	30.10	31.25	−1.09
25 to 34	42.07	41.21	41.35	−0.72
35 and Over	24.67	28.41	26.93	+2.26
Total	100.00	100.00	100.00	

Source: CPS, October 1974, 1978, 1982.
Compiled by: Applied Systems Institute, Inc.

Students over the age 24 comprise a growing proportion of full-time enrollment. They provide 2.72 percentage points more of enrollment in 1982 than they had in 1974. However, 81.62 percent of full-time enrollment is still made up of students under the age of 25.

The age composition of part-time enrollment differs substantially from that for full-time enrollment. Whereas 78.67 percent of full-time enrollment in 1982 was made up of 18–24 years olds, only 31.25 percent of part-time enrollment came from this age group. Students aged 25 and over comprised 68.28 percent of all part-time students. The only age group which gained enrollment share among part-timers between 1974 and 1982 is the oldest (35 & over) group. Their share of part-time enrollment increased 2.26 percentage points between the two years.

Given Mr. Lee's analyses, it is reasonable to conclude that while the number of older students on campuses has increased, that increase is primarily a function of the aging of the total population and not so much a function that a higher proportion of older people are going back to college. Similarly, shifts in full and part-time enrollments seem to parallel the shifts in age composition. While a greater proportion of full-time students come from the under 25 population, an almost as high a proportion of part-time students come from the older population. His study also clearly shows that while the traditional college age cohort has declined, enrollments have remained relatively steady because a higher proportion of the 18–24 year olds have been enrolling. This trend may be more difficult to maintain in the future, however, simply because of the decreasing number of these people in the immediate future. Likewise while declines in the average size of America's high school graduating classes will continue until 1998 and beyond, the characteristics of the next wave of traditional college age students will be quite different.

As Dr. Bud Hodgkinson points out in his paper entitled, "Guess Who's Coming to College" a much higher percentage of high school graduates after 1998 will be minorities simply because of the current birth rate statistics. He also cites several other current facts that seem to have a bearing on this issue, including the following:

Higher Education analysts have systematically ignored the rapidly increasing percentage of minorities in American Public Schools, now 46 percent in Texas, 43 percent in California, and 32 percent in New York.

The declining proportion of youth in large segments of America during the decade may mean that many able youth will be able to move directly from high school to a good paying job, either bypassing college entirely (and getting a good education at the college level from their employer who will increasingly provide these services) or deferring college for a few years. At present time, over 20 percent of new college enrollees have not come directly from high school—"stopping out" seems to be acceptable and desirable.

Today, 52 percent of undergraduate enrollments are female . . . 28 percent of the Black youth age 18 to 24 enter college, and 46 percent of all female youth, but the percentage of Hispanic youth who enter college is much lower. Estimates vary from 5 percent to 15 percent.

Regardless of attrition, any surge of new enrollments during the next two decades in higher education will be led by minorities, particularly Blacks and Hispanics.

In 1980, the Census reported that of these children being born in 1980, 48 percent of them would basically be raised by a single parent. This is particularly important because of new research that has established that children from single parent families have a great deal of difficulty learning in schools--they are far more often discipline problems than are the children with two parents living at home, and their level of achievement is considerably lower than those living with two parents.

If Dr. Hodgkinson's predictions are correct, and we believe that they are, then the total demography of postsecondary education will be quite different in the near future. What is now often referred to as the "traditional student" may in fact become the "non-traditional student of the future."

This view of our changing demography also strongly suggests that institutions themselves are going to need to change, and certainly the frequency of students coming to schools from single-parent homes is going to place additional economic pressures upon our student aid program. We also believe that Dr. Hodgkinson's predictions seem to imply that in the future it may be harder for institutions to maintain the same proportion of their student bodies from the traditional college age cohort, and therefore competition for the older students may increase among the various sectors of postsecondary education. Additionally, there is the question of whether or not these older students will actually avail themselves to the more traditional forms of postsecondary education even if they are offered.

Clearly there is compelling evidence that large numbers of older adults wish to continue their education. Today, as many people are participating in adult continuing or recurrent education as are enrolled in our traditional postsecondary educational system, and the system that serves them seems to be working very well. Therefore, if new student assistance programs are goig to be developed to serve this part-time adult population, it seems prudent to carefully design them to meet the needs of those who truly need such assistance as opposed to simply providing universal subsidies upon all part-time students.

In hearings that were held by this Subcommittee on September 25, 1975, Mr. George T. Nolfi advanced a similar set of recommendations based upon a study made in Massachusetts, and the rationale for establishing selective entitlements for adults from lower income and lower provision educational attainment levels. In his testimony Mr. Nolfi correctly observed that:

". . . while many adults of upper-middle income, previous educational attainment level and job status are utilizing existing continuing education opportunities, and have ample financial resources to do so, many adults of low or moderate income, lower previous educational attainment level, and low job status are in need of direct financial assistance to realize their desire for continued education. These adults have clearly expressed desires to improve their own position in life through education to upgrade their employable skills. Public resources invested selectively to increase access for such people would be money well spent." Additionally he noted, "While continuing education at present theoretically exists as an open and equal opportunity for all adults, in fact, adults of lower income and lower socioeconomic status and previous education level do not have an equal opportunity due to inadequacy of information, inadequacy of financial resources and inadequacy of perceived ability to succeed. For these, and other reasons, the social benefits from public investment in increased recurrent education for lower income and low previous education adults will be quite high.

"Given that fact, the appropriate subsidy mechanism should be derived from the particular characteristics of the continuing education system and of the adult clientele. An appropriate mechanism will have three characteristics: first, mature adults should receive a subsidy in a manner that permits them to make their own decisions about how they want to pursue their education, second, adults (particularly disadvantaged adults) must be provided with adequate information to permit them to make intelligent decisions, and third, the recurrent and continuing education system presently operates almost entirely in a market mode, and hence the natural responsiveness of that system to the needs of adults will be enhanced through the provision of demand subsidies directly to adult consumers."

Mr. Nolfi also appropriately observed that recurrent education is unique and distinct from traditional higher education and that a simple expansion of current postsecondary education policies to include part-time adults is not sufficient. He also addressed the foregone income question often posed when discussing the desirability of awarding aid to part-time students and stated:

"In the traditional 'full-time-study' model of higher education, one of the largest costs to the individual is the cost of foregone income. Importantly, recurrent education policy need not subsidize the foregone income of working adults leaving their employment to attend school full-time. Moreover such subsidies would be a highly inefficient use of limited education subsidy resources. This is true because adults typically now study on a part-time basis in addition to their employment activities. This pattern yields significant benefits to the adult who wishes to achieve a greater integration of his work and learning experiences, and it reduces the foregone income cost to nearly zero. Part-time study also reduces the potential cost to society of loss productivity income and taxes while the adult is out of the labor force in the full-time study model. Hence public policies for recurrent education should specifically support and encourage part-time adult study."

He then went on to outline the four policy trade/offs that he felt were evident given the limited financial resources that were then available. We would suggest that they are just as relevant today.

"First, either more students are assisted on a part-time basis or fewer students are assisted to pursue full-time study while receiving income stipends.

"Second, resources are either diffused through a universal subsidy or are utilized in a focused way for selective subsidies to target clienteles and specific activities for whom there is a high social rate of return from participation in recurrent education.

"Third, awards either result in the replacement of private monies now flowing into the support of recurrent education with public funds or they are used in a manner which complements those private monies and indeed stimulates further investment in recurrent education.

"Fourth, either the funds are diffused for a totally discretionary broad range of general interest education and activities and occupationally related education, or they are targeted first at providing necessary support for target clienteles to use additional education as a vehicle for advancement of their soci-economic and employment positions. Various proposals have been made for recurrent education finance will reflect different positions on these four policy trade-offs."

Therefore, to address these policy issues Mr. Nolfi suggested a National Adult Recurrent Education Entitlement Voucher Program and outlined the criteria that he believed needed to be considered to develop an effective and equitable program. Those thirteen criteria were:

1. Precision is essential regarding exactly what societal need or problem a policy or program of educational entitlement is intended to meet.
2. The design justification for departures in adult educational entitlement must be responsive to social priorities such as alleviating social dependency and unemployment.
3. Public policy should encourage new clientele to pursue recurrent education and then public subsidy should be targeted on clienteles not now well-served.
4. The selective entitlement concept—vouchers should be designed to target aid on those of low income and low previous education.
5. An entitlement program must be designed to target effectively the limited available resources on those adults most in need and for whom the aid will make the greatest impact.
6. Any public policy for adult education entitlement must be designed to be contingent both upon income and previous educational attainment level.
7. The recurrent education should be paid for by individuals who benefit from it according to their ability to pay.
8. Any new public investment in recurrent education or public program of educational entitlement must supplement but not supplant the existing private investments in continuing education.
9. Any public policy of adult educational entitlement must utilize effectively the vast array of providers of recurrent education services.
10. The recurrent education policy should adopt a consumer's point of view, giving adults self-determination over their educational choices: community-based educational and career counseling should also be available to supplement financial subsidies.

11. A state or federal program of educational entitlement for adults should be simply administered, avoiding complicated needs tests, being geared to part-time study, and rationing limited resources in an equitable and efficient manner.

12. Mechanisms of state support should primarily subsidize students (demand) instead of institutions (supply).

13. Demand subsidization of instruction and supply subsidization of counseling and referral services are the most appropriate strategies.

Mr. Chairman, while matters have changed somewhat since Mr. Nolfi offered his proposal, many of the issues that he raised are still appropriate today. As I noted earlier, NASFAA has not developed any formal proposal on exactly what should be done for the "non-traditional" or "adult part-time student." However, we have attempted to provide you with a number of facts that we feel must be carefully considered and have raised the issues that need to be addressed. We also would encourage you to continue to allow schools to utilize up to 10 percent of their SEOG and CW-S monies for less than half-time students. However, we do not beleive that it is necessary to expend this option to the other Title IV student assistance programs.

Further, we hope in developing any new program, serious consideration will be given to trying to keep it simple thereby avoiding unnecessary administrative burdens and costs upon all parties. Lastly we would encourage you to target such public subsidy upon those who are most in need and upon whom the aid will make the greatest impact.

Thank you for inviting us to testify on this important issue, and be assured we will be happy to work with you in any way we can to insure the educational needs of all of our citizens are met.

I will be pleased to respond to any questions that you may have.

APPENDIX A

ACCOMPANIES THE JULY 10, 1985 STATEMENT OF THE NATIONAL ASSOCIATION OF STUDENT FINANCIAL AID ADMINISTRATORS (NASFAA)

SEOG/CWS EXPENDITURES LESS THAN HALF TIME STUDENTS FOR THE PERIOD ENDING JUNE 30, 1984

Institution	City and State	SEOG	CWS
Snead State Jr. College	Boaz, AL	0	$814
Los Angeles Business College	Los Angeles, CA	$6,950	0
Southwestern College	Chula Vista, CA	18,225	0
U.S. International Univ	San Diego, CA	400	0
Universal College of Beauty	Los Angeles, CA	1,360	0
Northwestern Connecticut Community College	Winsted, CT	150	2,008
Norwalk Community College	Norwalk, CT	200	0
Florida A&M University	Tallahassee, FL	1,600	0
Brown College of Court Reporting	Atlanta, GA	280	0
Fort Valley State College	Fort Valley, GA	4,520	3,972
Gainesville Jr. College	Gainesville, GA	200	0
Hawaii Business College	Honolulu, HI	800	0
Sherwood Conservatory of Music	Chicago, IL	300	0
Spertus College of Jucaica	Chicago, IL	0	347
Ancilla College	Donaldson, IN	0	1,800
Indiana University-East	Richmond, IN	0	2,354
Central College, Inc	Wichita, KS	455	0
Kentucky Christian College	Grayson, KY	0	4,584
Univ. of Southwestern Louisiana	Lafayette, LA	5,250	7,996
Mid-State Bus. Sch. Corp	Auburn, ME	200	385
Montgomery Comm. College	Rockville, MD	2,477	0
Prince Georges Comm. College	Largo, MD	9,900	0
Berklee College of Music	Boston, MA	0	2,104
Bunker Hill Comm. Col	Charlestown, MA	18,841	0
Northern Essex Comm. Col	Haverhill, MA	1,427	0
Kirtland Comm. Col	Roscommon, MI	156	817
Willmar Comm. Col	Willmar, MN	142	0
Jackson State University	Jackson, MS	0	643
Dana College	Blair, NE	400	0
Luna Voc. Tech. Inst	Las Vegas, NM	947	0

SEOG/CWS EXPENDITURES LESS THAN HALF TIME STUDENTS FOR THE PERIOD ENDING JUNE 30, 1984—Continued

Institution	City and State	SEOG	CWS
Bard College	Annandale-on-Hudson, NY	0	427
Orange County Comm. Col	Middletown, NY	4,600	0
SUNY Agri. & Tech. Col	Alfred, NY	0	860
Trocaire College	Buffalo, NY	500	0
Tri-County Comm. Col	Murphy, NC	0	1,843
Univ. of N.C.-Greensboro	Greensboro, NC	0	481
Defiance College	Defiance, OH	1,498	484
Dyke College	Cleveland, OH	300	0
Northwest Technical College	Archbold, OH	79	0
Owens Technical College	Toledo, OH	0	1,084
Northern Oklahoma College	Tonkawa, OK	400	0
Oklahoma Christian College	Oklahoma City, OK	2,800	0
Phillips University	Enid, OK	1	0
Columbia Christian College	Portland, OR	0	300
University of Pittsburgh	Pittsburgh, PA	0	66,148
Univ. of the Sacred Heart	Santurce, PR	200	0
Chesterfield-Marlboro Tech. Educational Center	Cheraw, SC	160	177
Denmark Technical College	Denmark, SC	0	5,065
State Tech. Inst.-Memphis	Memphis, TN	0	75,903
Tennessee State University	Nashville, TN	3,298	1,333
Tenn. Technological Univ	Cookeville, TN	0	778
Trevecca Nazarene College	Nashville, TN	200	0
Univ. of Tenn.-Knoxville	Knoxville, TN	0	223
McLennan Community College	Waco, TX	400	0
St. Edward's University	Austin, TX	0	163
Norwich University	Northfield, VT	0	0
George Mason University	Fairfax, VA	0	3,575
James Madison University	Harrisonburg, VA	1,400	471
National Bus. Col., Inc	Roanoke, VA	3,286	0
Columbia Basin Comm. Col	Pasco, WA	300	0
Gonzaga University	Spokane, WA	0	2,830
Washington State Univ	Pullman, WA	0	1,550
Lawrence University	Appleton, WI	200	0
Silver Lake College of the Holy Family	Manitowoc, WI	875	0
U.S. total		95,677	191,519

Mr. **Ford**. Dr. Cross.

STATEMENT OF DOLORES E. CROSS, PRESIDENT, NEW YORK STATE HIGHER EDUCATION SERVICES CORPORATION

Dr. **Cross**. Good morning. I would like to thank Chairman Ford and members of this subcommittee for the opportunity to testify on the reauthorization of the Federal Higher Education Act. My comments will place particular emphasis on nontraditional students.

As President of the New York State Higher Education Services Corporation, our State's student financial aid agency, I am responsible for the centralized administration of 19 State programs and four Federal programs, which this year are providing $1.4 billion to approximately 750,000 New Yorkers. It is from this perspective, as well as from my own personal experience as a former "nontraditional" student, that I would like to address that issue within the context of Federal aid support.

In 1982, my agency undertook a survey involving 8,000 students in the State of New York to determine the way the role that financial aid plays in financing the education of these students. I would like to share with you the findings as it relates to traditional students who are going full time, part-time students—and I am adding part-time students; it is not in the report that you have before you, but I will be pleased to send you a copy of that report.

I would also like to share with you the preliminary results of the survey that New York has conducted on our part-time assistance program, a bill that was signed last year.

First on the report on full-time students, specifically those full-time students who are minority and low income. First, after aid and the expected family contribution was considered, a "need gap" remained which averaged over $800 for all undergraduate aid students, with financially independent students reporting an average need gap of over $1,500.

Minorities, women and part-time students, part of the so-called "nontraditional" student population, were overrepresented among independent students and reported much higher incidences of a need gap and higher average amounts. For example, 76 percent of the Hispanic full-time undergraduate aid recipients reported an average need gap of $1,830; 68 percent of the black full-time undergraduate aid recipients reported an average need gap of $2,300; and 67 percent of the part-time aid recipients reported an average gap of $2,002. Many of these students were working full time.

I should add that many of the students who were attending school full time were also working full time to meet the costs of education.

Among full-time undergraduate students responding to the survey, minorities reported vastly lower family income levels than their white counterparts, averaging only $13,800 for Hispanics, $15,000 for blacks, compared to an average of $31,000 for whites.

Minority students were more dependent on financial aid than their white counterparts and were more likely to perceive student aid as critical to their educational plans by reporting a higher likelihood of dropping out or lowering their aspirations if financial aid were cut back.

On the survey as it relates to part-time students, we looked at the data and focused specifically on part-time students. We found, as was reported, that there is an increasing number of part-time students, that the numbers are increasing in terms of women and minorities, women with children of their own. The reason most often given to why students are going part time was necessity, financial necessity rather than preference. The greatest need gap for a part-time student was experienced by women and minorities because they had lower levels of aid.

When we looked at those students who were subsidized by employers, we found that employers were subsidizing the education of people who had average incomes of $22,000, and that far fewer dollars were being provided to subsidize minorities, specifically minority females.

Minorities made up 26 percent of those who we received data on in the part-time study, but only 10 percent of those were subsidized by their employers.

On our survey of part-time assistance, last year the State of New York passed a new program, the first program of its kind, for part-time aid. $11 million dollars was appropriated. As the chancellor indicated, we have spent barely $4 million.

We conducted a survey to find out why the dollars were not being used. The reason most often given was the State statute which says that if the student does not receive a passing average, the institution has the liability. So it was a fact of institutional liability that has led to the low utilization of this program.

We and other groups have sought in the statute to change that institutional liability and encourage students to participate in the program. The colleges are charged with the responsibility of selecting the students, but the clause of institutional liability has perhaps caused many colleges to be reluctant to offer the opportunity to high risk students.

The results also indicate the importance of increased counseling, that more counseling must be provided to part-time students. Also concern was raised about improved instruction, providing a first-class education to part-time students. Concerns were also raised as it relates to child care and encouraging other segments of the community to provide aid for direct as well as indirect costs.

In talking to the counselors themselves on a personal basis, many of them felt that efforts should be made to encourage more male minorities, more males who are members of minority groups to attend school.

In New York, many of us in the higher education community have been quite assertive in our belief that the part-time student is a serious student, that a student who goes part time goes of necessity. Like Congressman Biaggi, I have the personal experience of also being a nontraditional student. It's interesting in that at that time that didn't call them nontraditional students, and I'm not really sure what nontraditional means, but I think it's a compliment of some sort.

My own personal experience includes that of—and I have shared this on other occasions—that of being married at age 17. By the time I finished my first year of college at 20 I had two children. I went to school a mixture of full and part time for 8 years. I attended an urban university. I was a serious student. I also had the honor or the pleasure of completing my NDSL payment, my last payment, in 1973, which was 3 years before my son went to college.

I offer this as an example, because I feel that's important. I think the aspect of having gone to school the nontraditional route, and as a parent being undercapitalized by the time my son was read for college, is an important point, because it is a problem that is faced by traditional as well as nontraditional students who are first generation in school.

The data that we have on low-income students, minority students, and part-time students, is in agreement with much of the data that has been provided by the American Council on Education, the College Board, the American Association of State Colleges and Univerisities, as well as the National Association of Financial Aid Administrators. These data support our findings and highlight the fragility of access support systems for vulnerable populations. Clearly, the national goal of providing equity and educational opportunity at the higher education level is in jeopardy.

As Congress considers the policy direction for the Higher Education Act, demographic expectations, particularly as they describe the emerging role of the nontraditional student, should be kept in the forefront.

Consider the following projection: By the year 2020, 35 percent of the Nation's population will be from minority groups, with some States like New York having even a higher proportion of minority students.

The higher education pool is changing to include more students from nontraditional backgrounds. However, the ability of student support systems such as financial aid programs to adequately meet the needs of these populations appears to not do what we had hoped it would do as a policy, and it fails to meet the needs of many of these students.

Students from nontraditional backgrounds are reporting, as I mentioned earlier, the greatest need, but they are also reporting that they're losing ground in terms of available aid. Thus, many are dropping out of college. A tremendous waste will continue to occur. It will be a lost opportunity for millions if the programs are not refocused and redirected to meet this new population.

Since the current level of hardship for these nontraditional students is a documented reality, many of us were very much distressed by the President's fiscal year 1986 budget proposal, that appeared on the face of it not to reflect the reality of the human condition. The proposals appear to be developed without the input of the educational community and were definitely biased against particular groups.

We realize in the higher education community that the war for the survival for higher education is not over. For example, I read of a document recently circulated by the U.S. Office of Management and Budget which indicated a target of $3 billion in student aid savings over the next 3 years, with only $650 million, 22 percent of that amount, to be derived from changes to the guaranteed student loan program. Thus, funding for Pell grants and the campus-based programs are definitely targets for more proposed cuts in the future.

While we acknowledge that reducing the Federal deficit is essential, we must also highlight that Federal student aid programs were level-funded from 1979 to 1984, thus losing nearly 20 percent in purchasing power. I doubt that defense programs can make the same claim. Thus, I would contend, and my colleagues would contend, that higher education has done its fair share to control Federal costs; now it is time to look elsewhere.

I would also suggest that for this country, as well as for other countries, the best defense for us is an educated work force. In 1957, when this country felt the threat of Russian and Sputnik, we invested more dollars in education. Today I think it is essential to begin looking at that again and saying loud and clear that the best defense is an educated work force and defending, as well as increasing, the aid that we provide students.

Earlier this year New York State, as well as other groups, sent recommendations to you, Chairman Ford, on the reauthorization. I would like to just share three with you that I think are especially relevant for this nontraditional community.

For example, we have recommended higher Federal grant funding levels, including higher grant levels for the Pell Grant, the State Student Incentive Grants, and the Supplemental Education Opportunity Grants.

A second recommendation is an increase in loan limits for students who have used all available grant and assistance. This is to help students who are going to institutions with higher education costs.

And third, an extension of the guaranteed student loan repayment period in a way which ensures that the student receives the same level of Federal subsidies as would have been paid over the current 10-year repayment period.

In sum, we are here today because we feel strongly about the principles of equity, excellence, as well as choice for students. We are here today because we are concerned that many students are being discouragd. Many students see the threat of cutbacks and the actual cutbacks as an indication that we are no longer interested in their education.

In my experience in meeting with minority students at the community level, I am devastated when I observe what has happened to them. What has happened is something that none of us talk about or could anticipate. These events are killing the spirit of our young. And even though many of them aspire for a higher education, what has been done to the threat of cutbacks has perhaps discouraged them.

We are working to disseminate information to individuals at the community level and at the same time to convince others that the students we're talking about are serious students, they are the future, and that in order for us to maintain the leadership that we have in the world, we have to, by examply, provide for their education and retention in this postsecondary system of this country.

Thank you.

[The prepared statement of Dolores E. Cross follows:]

PREPARED STATEMENT OF DOLORES E. CROSS, PH.D., PRESIDENT, NEW YORK STATE HIGHER EDUCATION SERVICES CORPORATION

Good morning. I would like to thank Chairman Ford and members of this subcommittee for the opportunity to testify on the reauthorization of the Federal Higher Education Act. My comments will place particular emphasis on non-traditional students.

As President of the New York State Higher Education Services Corporation, our state's student financial aid agency, I am responsible for the centralized administration of 19 state programs and 4 federal programs, which this year are providing $1.4 billion to approximately 750,000 New Yorkers. It is from this perspective, as well as from my own personal experience as a former "non-traditional" student, that I would like to address that issue within the context of federal student aid support.

This coming year, more than three-fourths of all government sponsored aid received by New York students will be from the federal Title IV programs. New York's system includes over 600 degree-granting and vocational institutions which enroll more than one million students annually, employ 200,000 faculty and staff, and contribute $15–20 billion annually to the state's economy via direct and indirect expenditures. Because of our mix of institutions and students, we depend heavily on federal student aid to maintain these opportunities. Over 44 percent of our college students attend non-public colleges (twice the national average) and roughly one of every five college students in this state is a member of a minority group (25 percent higher than the national average).

To determine the extent to which financial aid plays a role in the financing of higher education in New York State, our agency conducted an extensive research project in 1982 which found the following:

1) After aid and the expected family contribution were considered, a "need gap" remained which averaged over $800 for all undergraduate aid recipients, with financially independent undergraduates reporting an average need gap of over $1,450.

2) Minorities, women, and part-time students, part of the so-called "non-traditional" student population, were over-represented among independent students and reported much higher incidences of a need gap and higher average amounts. For example, 76 percent of the Hispanic full-time undergraduate aid recipients reported an average need gap of $1,830; 68 percent of the Black full-time undergraduate aid recipients reported an average need gap of $2,300, and 67 percent of the part-time aid recipients reported an average gap of $2,002. Many of these students are working full-time.

3) Among full-time undergraduate students responding to the survey, minorities reported vastly lower family income levels than their White counterparts—averaging only $13,800 Hispanics, $15,000 for Blacks, compared to an average of $31,000 for Whites.

4) Minority students were more dependent on financial aid than their White counterparts and were more likely to perceive student aid as critical to their educational plans by reporting a higher likelihood of dropping out or down-grading their aspirations should aid be reduced.

Recent national studies by the American Council on Education, The College Board, American Association of State Colleges and Universities support our findings and highlight the fragility of access support systems for vulnerable populations. Clearly, the national goal of providing equity and educational opportunity at the higher education level is in jeopardy.

As Congress considers the policy direction for the Higher Education Act, demographic expectations, particularly as they describe the emerging role of the non-traditional student, should be kept in the forefront. Consider the following projection:

By the year 2020, 35 percent of the nation's population will be from minority groups (with some states like New York likely to exhibit even higher proportions).

The higher education pool is changing to include more students from non-traditional backgrounds. However, the ability of student support systems such as financial aid programs to adequately meet the needs of these populations appears to be doubtful. Students from non-traditional backgrounds are reporting the greatest need, but also are reporting that they are losing ground in terms of available financial resources. Thus, they drop out of college. A tremendous waste will occur with the continuation of such a scenario. A lost opportunity for millions will result if government programs are not refocused and redirected to better meet the needs of these needy populations. I submit that the intellectual, economic, and emotional "price tag" of such a course of action is unaffordable to this nation.

Since the current level of hardship for these non-traditional students is a documented reality, we were clearly distressed by the President's fiscal year 1986 budget proposals, as they appeared to reflect no sensitivity to the important issues in higher education. They appear to be developed without any input from the educational community and were definitively biased against particular groups.

We realize that the war for the survival of higher education is not over. For example, I read of a document recently circulated by the U.S. Office of Management and Budget which indicated a target of thee billion dollars in student aid savings over the next three years, with only 650 million dollars (22 percent) of that amount to be derived from changes to the Guaranteed Student Loan Program. Thus, funding for Pell grants and the campus-based programs are evidently targets for more proposed cuts in the future. While we acknowledge that reducing the federal deficit is essential, we must also highlight that federal student aid programs were level-funded from 1979-84, thus losing nearly 20 percent in purchasing power. I doubt that defense programs can make the same claim and, thus I would contend that higher education has done its fair share to control federal cost; now it's time to look elsewhere.

A more recent example of the Administration's lack of thoroughness and concern for non-traditional families was evident within the President's tax reform proposals. These proposals, while ostensibly serving to simplify the tax system and improve fairness and equity, could actually work to diminish opportunities for higher education. In states such as New York where significant support is provided to nontraditional families via educational and other social support programs, the President's tax reform proposals would serve to dramatically increase the federal tax burden. Such an increase would cause immediate pressures to reduce public support programs at the state and local levels which, without replacement by federal monies, would likely result in higher tuition levels at public and community colleges and lower levels of student aid support via grants and scholarship programs that are state-funded. Ironically, such pressures would come within states with high minority populations thus causing a disproportionate impact on opportunities for these people. I urge the members of this subcommittee, as you are asked to consider the proposals for tax reform, to reflect cautiously on their likely impact on the higher education enterprise which nationally serves over 12 million students and contributes, directly and indirectly, $150-$200 billion annually to the nation's economy.

Too much is at stake to allow short-term budget-driven considerations to override the long-term educational and economic security of this country. If the current trends of hardship to minority and other non-traditional student groups continues, we're virtually assuring that a growing component of our population will be undereducated, unemployable and non-contributing to the nation's economic well-being. How can we possibly expect to serve as a world model within such a shameful scenario?

Last year our agency developed a Reauthorization Position Paper. This spring, we selected 16 recommendations from that report and submitted them to this subcommittee by the April 30th, 1985 deadline. Inherent in those recommendations were a philosophy which seeks to protect the neediest. For example:

1) Higher federal grant funding levels, including Pell Grant, State Student Incentive Grants, Supplemental Education Opportunity Grants,

2) An increase in loan limits for students who have used all available grant and assistance first, and

3) An extension of the Guaranteed Student Loan repayment period in a way which ensures that the student receives the same level of federal subsidies as would have been paid over the current ten-year repayment period.

I urge this subcommittee to consider our recommendations as they are based on the experience of the oldest and largest State guarantee agency in the nation. Admittedly, they are just a few of the many options possible for consideration.

Finally, at the heart of American idealism is the belief that opportunity, equality and the right of choice are intrinsic values in a democratic society. In aspiring to these democratic ideals, we have learned that freedom and opportunity are fragile and elusive abstractions that require vigilance, care and protection in order to be real, to survive and grow. At present, one of the greatest expressions of American freedom and opportunity, our system of postsecondary education, is seriously threatened and in need of safeguarding. We must strive to stand firm against irrational proposals which irrevocably reverse social progress. Let us make those who would put forth these proposals hear the voices of wisdom and experience. And let us assure that equal opportunity does not become an experiment of past decades, but rather a realization before the next millennium.

Thank you for this opportunity to address you.

Mr. FORD. Ms. Frohlicher.

STATEMENT OF JEAN S. FROHLICHER, STAFF DIRECTOR, NATIONAL COUNCIL OF HIGHER EDUCATION LOAN PROGRAMS

Ms. FROHLICHER. Mr. Chairman, members of the subcommittee, my name is Jean Frohlicher and I am staff director of the National Council of Higher Education Loan Programs. However, I would like to emphasize that today I am not really testifying in that capacity as the council has not taken any position on the legislation before the subcommittee on expanding eligibility for part-time students in the guaranteed loan program. Rather, what I would like to do today I think is simply share with the subcommittee some of the technical concerns that I see in proposals which have been made to expand eligibility for GSL.

The first comes in the area of what actually are we doing for students by deleting subsection 2 of section 484 and opening up eligibility to below half-time students. By simply making this change, we are really offering students a hollow promise that loan assistance will be available in that under the GSL statute itself a student borrowing for an education at a part-time level would not be entitled to deferral of his obligation while he was in school and, therefore, 6 months after he took out his loan he would be thrown into a repayment status, even if he were still in school on a part-time basis. So really, all you are doing is giving a free 6 months before the loan repayment starts becoming due.

On the other hand, if one conforms to deferral provisions of the Guaranteed Student Loan Program to allow for a deferral of loans of students who are attending on a part-time basis, you really create a potential thicket of having a Federal policy which is attempting to assist the nontraditional student being converted in practicality into a Federal policy, inadvertent though it might be, of supporting a perpetual student.

A student who would be allowed to have his loan repayment obligation deferred as long as he took one course a semester would be crazy not to continue to take one course a semester into perpetuity. The Federal subsidies of interest and special allowance would continue for an absolutely endless period of time while the student's obligation to repay—this would include, obviously, if you just conformed the deferrals generally of students who might have substantial outstanding loan balances from having gone full-time to undergraduate or graduate level school. So I question whether the subcommittee wants to get into the thicket of creating the potential for serious abuse into the perennial student, perennial Federal subsidy situation. This is at least something that should be given serious consideration as you consider expanded GSL's into this area.

The cost of education is another issue which has been raised this morning. Mr. Biaggi takes care of it in his bill by limiting the allowable costs of education to less than half-time students to those costs of education which are strictly related to the educational experience, not extending to the less-than-half-time student the provisions of current law which also allow for a portion of living expenses, rent, transportation, room and board, that sort of thing. This does modify to a large extent what kind of loan level a part-time student would be eligible for. However, I would point out, especially in the light of earlier testimony, talking about rigid needs analyses for students before they would be eligible for benefits, and at least in the case of guaranteed student loans, any student from a family with an adjusted gross income of $30,000 or less would be automatically eligible under current law today, unaffected by either budget reconciliation or reauthorization provisions, to having a full entitlement for the amount of the cost of his education without any needs assessment being done. So this is again I think something that needs to be considered as one talks about the effects in GSL.

A third problem that expansion of the GSL program as it's currently constituted into the less-than-half-time student really comes into the question of access. The subcommittee has heard from innumerable witnesses the truism that a small loan costs a bank the same to make as a large loan. We have really very few access problems to loan capital in the country today, for two major reasons. One is that the average loan balance right now is running about $2,300, so we're really not talking about minuscule balance loans. The second is that the States have been very active in setting up lender-of-last-resort programs, either directly or through commercial lenders who indicated their willingness to serve as lenders of last resort.

I am concerned that if we're talking about extremely small balance loans here, the $100 or $200 loan that has been discussed in some of the testimony, has the tipping point that would enable part-time students to go to school or not go to school, again you're threatening to hold out a promise that may or may not be there. We don't have access problems now. If the market is flooded with requests for $100 loans, you may very well see access problems for that portion of the population because lenders are extremely reluctant to go through the amount of paperwork and Federal regulation that they have to do to participate in this program for a loan of that size.

I think personally, philosophically, if we are talking about the extremely needy part-time student who needs that $100 to $200 or a small amount, I would have questions as to whether that person should borrow in the first place. If that size and amount of money makes a difference, that person probably should be getting a grant rather than a loan. One thing that the National Council is strongly on record on—our president has testified, Dr. Cross has testified—we believe that we should have a much stronger balance between grants and loan programs and that the loan program should be the last car on the train of student financial aid for individuals, rather than being pushed up front and having people thrown into loan situations and into an assumption of debt burden, that they should not handle or are not capable of handling.

Although a large portion or the bulk of part-time students are probably extremely serious students, a number of people in school who are part-time are testing the waters to see really if higher education is for them, if this is what they want. A number of them may very well find it is not.

Where the guaranteed loan program does not serve students well is where the system does not serve students well, whether it is the educational system that does not provide the student what he is looking for when he goes to college, or whether it is the economic system that does not provide him the job appointment upon leaving school that is salary commensurate with the expectations he has when he went to school.

The student that walks out, that drops out, or that gets his degree and goes to work at McDonald's because the economics of his area such that he can't get a job for which he was trained, is probably the most likely student in the GSL Program to default because he doesn't see that he got anything for his money. I think that if we are talking about extremely marginal students, or extremely great need, they shouldn't be put into the loan program.

I recognize that this is an extremely difficult budget period. As the spokesman for a program that has been a leader on the hit parade, the Office of Management and Budget, for a long period of time, I recognize the constraints, but I would urge the subcommittee to at least give some thought to the establishment of a program of some small size at the beginning directed toward the specific needs of part-time students. I think it probably would be as cost effective to the Federal Government to do it that way as to attempt to modify the major programs that are currently on the books.

Those institutions which do enroll sizeable proportions of needy part-time students would be able to apply for money from the Secretary or from whomever and be able to distribute that money on campus, depending upon the individual needs of the student to be served, whether the grant makes the difference or whether the student comes into school, whether they could supplement a work-study, whether the institutions wants to run a small loan program on its own.

But I would suggest that given the dangers of creating a class of perpetual students with deferred CSL obligations, of adding debt burden to students who may or may not succeed in the system and who may or may not default on their loans, that the costs and the efficiency of running a separate special program for part-time students, to recognize the real needs there are in this country for assistance to those students, would be at least as efficient a use of Federal resources as amending the existing Pell grant, campus-based and especially the existing GSL Program.

I would be happy to answer any questions.

[The prepared statement of Jean Frohlicher follows:]

Prepared Statement of Jean S. Frohlicher

Mr. Chairman and Members of the Subcommittee: My name is Jean S. Frohlicher. I am testifying today as an individual, and not as Staff Director of the National Council of Higher Education Loan Progams, Inc. The Council has not taken a formal position on the question of amending the Guaranteed Student Loan Program to include eligibility of students attending postsecondary education on a less-than-half-time basis. Therefore, my testimony today will be limited to a technical discussion of some of the implications of proposals to make part-time students eligible to receive Guaranteed Student Loans.

Ample evidence has already been presented to this Subcommittee on the growth in the numbers of nontraditional students in postsecondary education. It is clear that, for many institutions, the traditional, full-time, 18–22 year old is no longer the average student.

The Guaranteed Student Loan Program recognizes this, as current law enables a student to borrow if he is (1) attending at least on a half-time basis, (2) enrolled in a degree-credit course, and (3) making satisfactory progress, in the judgment of the institution. As long as an individual is enrolled in school on at least a half-time basis, his obligation to begin repayment of his Guaranteed Loan is deferred.

DEFERRAL AND REPAYMENT

If the law were simply amended to authorize less-than-half-time students to borrow, the promise of increased assistance from the Federal government would be basically hollow. Upon taking out his Guaranteed Student Loan, a student would be thrown into a six-month grace period prior to beginning repayment, even though he was enrolled in postsecondary education on a part-time basis. Deferral of repayment is triggered only by enrollment on at least a half-time basis.

On the other hand, if the legislation were to conform the deferrals to reflect part-time attendance, a new set of problems would be created. A Federal policy of assisting the nontraditional student could be easily converted into a practice of supporting perennial students. As long as a student, even one previously enrolled full-time, continued to take a minimum course load, his repayment obligation would not be triggered, and the Federal treasury would continue to subsidize both interest and Special Allowance payments.

While I recognize the real need of many nontraditional students for financial assistance, I do not believe that this Subcommittee wants to encourage students to remain perpetually in school, at a one-course-a-term level, in order to avoid their legitimate repayment obligations.

COST OF EDUCATION

Under current law, an undergraduate student is eligible for up to $2,500, so long as the total does not exceed the cost of his education. If the adjusted gross income of the student's family does not exceed $30,000, no needs test is applied to the student. For an AGI in excess of $30,000, a student must undergo a needs analysis to determine the amount for which he is eligible.

In determining cost of education, room, board, and transportation costs are included, as well as direct school charges such as tuition and fees. It is expected that a portion of the loan proceeds may be used to pay for a student's living expenses, since the student is attending school and unable to work full-time.

Yet the less-than-half-time student may well be able to hold a full-time job while attending postsecondary education on a part-time basis. His earning ability is not impaired by his status as a student. While college may add to his expenses, and therefore some assistance may be merited, I question whether the Subcommittee intends to subsidize the student's day-to-day living costs—expenses totally unrelated to the cost of his attending school—through the mechanism of a Guaranteed Student Loan.

SMALL LOANS

Much of the testimony concerning part-time students stresses that their need for financial assistance in small amounts is great. I cannot dispute this assertion.

However, as the Subcommittee has heard repeatedly, it costs a lender the same amount to make a low-balance loan as it does to make a high-balance loan. Lenders are understandably reluctant to undertake the paperwork necessary to make a $100 Guaranteed Student Loan, when they could just as cheaply make a $10,000 car loan or $75,000 home mortgage, on which the return would be much greater.

Currently, the Guaranteed Student Loan Program does not experience problems with student access to loan capital for two major reasons: (1) the average loan balance is currently more than $2,300, close to the statutory limit, and (2) States are increasingly establishing lender of last resort programs, either directly or through participating commercial lenders, to provide loans to students unable to obtain them through regular sources.

However, the potential increase in small-balance loans which opening up the program to part-time students might generate could, in some areas, create new access problems. The Federal government should not hold out the promise of assistance if it is unable to deliver on that promise.

GRANTS V. LOANS

Finally, I have personal philosophical reservations about encouraging part-time students to borrow under the Guaranteed Student Loan Program. If such students are in such great need that $100 or $200 will make the difference between their attending school or not attending, then I believe that they are needy enough to warrant grant support.

Guaranteed loans should not be the first form of financial aid offered to extremely needy students. They should only be made available after other grant and work sources have been exhausted, to make up the difference between educational cost and other forms of aid. An extremely needed student should not have his postsecondary education career burdened with debt, on top of the other obstacles confronting him. Marginal students—those who are "testing the waters" of higher education to see if it really is for them—are the most likely to default on their loans if they determine that the postsecondary educational experience is not what they need. Their experiment with higher education should not be allowed to wreck their credit rating for the future.

SUGGESTIONS

While I realize that the realities of the Federal Budget make new programs questionable at best, I believe that the financial aid problems of part-time students would best be met with the enactment of a modest program specifically directed at their needs.

Rather then altering the eligibility standards for existing student financial assistance programs, the Congress should authorize a small discretionary program in the Department of Education, to which institutions enrolling significant numbers of needy part-time students could apply. Funds derived from this program could be used on-campus for grants, work-study, or institutionally-based loans, in the discretion of the student financial aid administrator, depending on the individual's particular situation.

I believe that such a program would have a substantial impact on the financial aid problems now faced by less-than-half-time students. It would be more directly responsive to their particular needs than the reformulation of any existing aid program directed at full-time or half-time students. And, in the long fun, it would probably not cost the Treasury substantially more to provide such aid directly than to provide it through the mechanism of the Guaranteed Student Loan Program, with its attendant subsidies—especially if an expansion of deferments created a group of non-repaying "permanent students"—and default costs.

I urge the Subcommittee to consider authorizing a new program of financial aid for less-than-half-time students, as an alternative to amending existing programs.

I would be happy to answer any questions the Subcommittee may have.

Mr. FORD. Thank you.

Ms. Brock.

STATEMENT OF DEE BROCK, VICE PRESIDENT FOR PUBLIC EDUCATION, PUBLIC BROADCASTING SERVICE

Ms. BROCK. Mr. Chairman and committee members, thank you very much for the opportunity to speak on behalf of the use of telecommunications for adult learning in this country.

Let me speak primarily about television used for postsecondary education, because as vice president of adult learning for PBS, Public Broadcasting Service, that is the area I know best. Further, television is the telecommunications technology used by most adult learners and most institutions of higher education today. And third, since your invitation to speak, I have checked with a number of educators and a number of students, and it is in television, along with computers, that they see the most promise for the future in adult learning using telecommunications.

In 1981, PBS initiated the Adult Learning Service. It was a bold, new enterprise to combine telecommunications and postsecondary education. The idea is a partnership of local public television stations working in cohort with their colleges and universities in their communities and the delivery then of college credit courses by television. In just 4 years, over 900 colleges and universities, about equally divided between 2-year and 4-year institutions, have offered over 10,000 sections of college credit courses and enrolled almost a third of a million students. We think this is very significant progress and we think that it's important in thinking about what should be done for adult learners.

Who are these students who are now enrolled in television courses? Well, study after study demonstrates the same kind of thing. About 60 percent of them are full-time workers outside their homes. About 30 percent of them are part-time workers outside their homes. Over half of them are women. Almost all of them, men and women, have home responsibilities, dependents for whom they're responsbile. About 60 percent of these students say that if the course they are taking were not offered by television, they would not be enrolled.

Now, averages and numbers don't really tell the story of who these students are. In my written testimony I have offered you a number of examples of students who are now enrolled in television courses or who in the very recent past were enrolled in television courses. You will see over and over again the story of people like my colleague here, your neighbors, and perhaps even yourself.

What, then, can this new legislation do on behalf of adult learners who want to or must use telecommunications in order to pursue their education? I think there are two basic answers to this question. The first one is that the barriers to the use of telecommunications can be denied, can be taken out of the legislation. The second thing is, I think that this bill could authorize a significant sum of Federal money to be used for the express purpose of postsecondary education offered via telecommunications.

Let me speak to my first point, removing barriers. It seems unfair that there should be any barrier to part-time students and their access to student aid. Most of the television students are, in fact, part-timers. Probably all of them are. These students are workers and they have families, and they are still ambitious and determined to continue their education and to improve themselves despite the fact that it is a real burden upon them to do that. Rather than penalizing them for their diligence, they should be rewarded, in my opinion; but at least they should have equal access to whatever funds are available to assist students.

Second, there should be no restrictions against the mode of instruction. A college or university should be left to determine for itself how it wishes to offer instruction, and that instruction then should be the choice of the student as well. There should be no barriers against telecommunications as a way of offering telecommunications. There are literally hundreds and hundreds of stories and studies, research studies, demonstrating the efficacy of television as an instructional medium, and that medium should be fully utilized.

Third, students who are adults and have dependents, either children or aged parents or others for whom they have to care, should not be penalized in access to Federal loans and aid and should have the same care and equity given to them as dependent children are given when their parents are supporting them and their education.

Fourth, students need to know that loans and grants are available to them equally, even though they might be part-time students, even though they might wish to learn via telecommunications.

Now to my second point. I am sensitive to the fact that we are at a time when people are very concerned about Federal moneys being allocated. The fact remains that there are many educational needs in this country that are not being met now, and those needs often cannot be met by traditional methods. We have needs not only for people who want to earn baccalaureate degrees, but needs for people who want to take vocational education training for graduate programs, for recertification for professionals. We have needs for adults who do not have the basic skills to function adequately in our society. We have needs for employability skills, for retraining for people whose jobs have been phased out by a changing economy. We have needs for science and math professionals who need to be updated regularly and often, and for those science and math teachers to be updated as well.

These needs can be taken care of through telecommunications. They aren't being taken care of that way now. The expertise and the technology are here, but the funds are not.

Courses produced for national distribution via television are very expensive. The courses that are in the Adult Learning Service catalog right now cost between $500,000 and $6 million each to produce. But they are very cost-effective once the initial funds have been made. They are cost-effective because they can be used nationwide. They are being used nationwide right now, each one of them, by hundreds of colleges. Further, they can be used repeatedly, and they can be used for many years without any diminishment in their quality.

Furthermore, the quality itself is something that shouldn't be overlooked. There are very few postsecondary institutions in this country that can aggregate the level of scholarship, researchers, experts, practitioners, instructional designers, that any one television course now has to offer. Further, very few intitutions can afford to produce a course for national distribution. In fact, the Annenberg/CPB project, a few pioneering colleges and univerisites, and a few pioneering public television stations are about the only funders of such courses now. So though we have a slowly growing catalog of first-rate television courses, we realy need much more. We need many more courses in many more fields, and in many more levels. We also need full curricula if we are to meet the needs of adults for education, and we need new delivery systems.

Right now, the public television satellite interconnection and public broadcasters across the country are putting a significant number of postsecondary instructional hours into 80 percent of all television households in this country right now. But the postsecondary instruction is really only one of dozens of needs that are put upon the public broadcaster today. And despite the fact that open circuit television is important now and must continue to remain important in the delivery of postsecondary instruction, the fact remains that public broadcasters cannot do this job on open circuit television alone.

As a result of this need, PBS right now is working on a new project called the National Narrowcast Sevice. It is a new programming service designed to be delivered directly to worksites, to community centers, to libraries, as well as to colleges and universities. It is going to be tested this spring in 20 communities across the country. But the expertise exists, the technology exists, to make this a national service. But the funds to harness that system, the funds to create that courseware, are not available. Thus, it seems critical that you authorize funds specifically for the development of postsecondary educational telecommunication. The investment, though it may be heavy, will be well paid off, handsomely paid off, in the development of our most important national resource, human beings, and will pay off in a more productive and vital country.

Thank you.

[The prepared statement of Dee Brock follows:]

Prepared Statement of Dee Brock, Vice President, Public Broadcasting Service

Thank you for the opportunity to speak on behalf of the use of telecommunications for adult learning. Since telecommunications have wrought such dramatic changes in our society and in our economy and continue to change our lives with ever-increasing speed, it is only fitting that they be used just as efficiently and as pervasively to make educational opportunities available to all levels and in all areas of educational need in ways that are instructionally sound, cost-effective, and conveniently accessible. Because telecommunications technology can deliver education to adults in their homes, on their jobs, and in their community centers, it could enable all motivated and capable adults to earn college degrees; teachers and other professionals to keep up-to-date in their specialties; workers to learn to be more productive in their current jobs or retrain for entirely different jobs as our economy increasingly requires; every American to be at least functionally literate; thus, it culd make the dream of life-long, continuous education a reality.

After years of dreams and experimentation by visionaries and practioners, the use of education and training via telecommunications has achieved a level of excellence that makes it possible for it to achieve a place in the mainstream of postsecondary education. Literally hundreds of research studies demonstrate that telecommunications is an effective way to reach and teach students. Further, students find telecommunications a satisfying and convenient way to learn as the growing number of enrollees attest.

Who are the students who need and use telecommunications now to achieve their educational goals? Let me speak primarily about students taking college credit courses by television, because as Vice President of Adult Learning for the Public Broadcasting Service (PBS), I know this use of telecommunications best. Further, television is used by more institutions of higher education and by more college students for full college courses than any of the other telecommunications technologies. Also, since receiving your invitation to address this committee, I have checked with many educators and students in many states, and it is in broadcast and nonbroadcast television and in computers used for instructional purposes that they see the greatest potential for the future of adult learning via telecommunications.

In fall, 1981, PBS launched the Adult Learning Service, a major new initiative in higher education and telecommunications. This service delivers quality college credit television courses via satellite to local partnerships of public television stations and the colleges and universities in their communities. These partnerships then deliver the courses to local students, primarily over open circuit broadcast-channels. The result is that in just four years over 900 colleges in collaboration with 280 public television stations have offered over 10,000 class sections of PBS Adult Learning Service television courses, and almost a third of a million students have enrolled in those courses to earn college credit.

Demographic studies by representative institutions among participants in the PBS Adult Learning Service, as well as a national study conducted by the Instructional Television Consortium, a group of community colleges, last year, tell the same story over and over again. Students enrolled in television courses are largely older than so-called traditional students, with the biggest cohort between the ages of twenty-five and forty. Most of these students are workers. Some sixty percent hold down full-time jobs outside their homes; some thirty percent work part-time outside their homes. Most of the rest are housewives, whom we all know work full-time inside their homes. Somewhat over half of these students are women. Almost all of them, men and women, have family responsibilities to fulfill, along with their jobs. Indeed, these students are hard-working and ambitious adults, looking to education and training to help them get a promotion or a raise, to keep up to date in their fields, to retrain for new careers. Often students are enrolled in both on-campus and television courses at the same time. However, some sixty percent of the television students say they would not have enrolled in the course if it had not been available by television. It is important to note that to students the method of instructional delivery is secondary to their two primary demands: quality and convenience. For many busy adults, college courses delivered directly to their homes and/or worksites are the only ways these needs can be met.

But the truth about these students is told not in numbers and averages, but in real stories, for these students are real people living in every state of this union.

Effie Pack of Moorefield, Kentucky, a wife and a mother of three teenagers, is employed with the Head Start program in her hometown. Because of her busy life, Effie appreciates the convenience of television courses via KET, for they allow her to learn in her own home. She says television courses have helped her grow personnally and professionally—and they have already earned her a raise.

Lynnanne Eddington of Denver, Colorado, had to drop out of her on-campus courses when her new baby arrived, but she did not want to drop out of college. Television courses broadcast over KRMA/TV on behalf of Metropolitan State University allow her to continue to work without interruption toward her degree while she cares for her growing family. When her children are older, she will be prepared to begin the career of her choice.

Merilla Konitzer of Abrimes, Wisconsin, got her chance to begin college because of television. Although she had dropped out of high school years before, Merilla, like thousands of others in Wisconsin and across the nation, completed the GED television course offered on her local public television station and thus passed her examination for her high school equivalency diploma. As a result, Merilla is now working toward a college degree at Northeast Wisconsin Technical Institute. Indeed, because of her enthusiasm about learning via television, all of her family has joined her in viewing lessons, and her son Randy has also enrolled in a television course.

When Dave Mercer, an instructor at The Pennsylvania State University, asked his students to comment on the value of the political science television course he was teaching, he was greatly impressed by the thoughtfulness and the importance of the replies. He calls the following response typical: "I was apolitical until I took Congress: We the People. After this class, I learned how to distill important facts before putting my voting power to work."

Anna Jones, a sixty year old early retiree in Chicago, Illinois, decided she had a lot of good years left in which to make a contribution to her community, and television courses opened the way for her to learn a new field. She is enrolled in The Write Course, an introduction to composition course offered by Wright College of the City Colleges of Chicago and broadcast over public television station WYCC/TV and hopes to become a teacher or tutor for students with special needs.

Fernando Gonzalez, a surgical nurse in Dallas, Texas, finds it impossible to attend on-campus classes because of his erratic work schedule. With telecourses, however, he never misses a call from his work, nor does he miss out on finishing his education. Despite his demanding job, he does not worry about missing lessons, for El Centro College tapes the programs, and Fernando can replay them at his convenience.

Several years ago when I taught college courses via television, my student roster included hundreds of students like these. Indeed, the ranks of television courses are full of people whose life styles require a new delivery system if they are to progress as quickly as they wish; with people who feel apprehension at entering college classrooms after years away from schools; with people who have spent their work lives in one job, only to find in their middle years that the job has been phased out; with people whose home responsibilities make going to campus regularly a difficult or impossible task; with people who look to learning to keep them vigorous and active. For growing numbers of students, courses offered via telecommunications can provide the quality and the convenience they need. Yet among the same groups are students who need, but cannot afford postsecondary education without the financial assistance from which current legislation bars them.

What, then, can Congress do in the higher education reauthorization legislation to insure that all students who need to or wish to do so can benefit educationally from telecommunications? There are two basic answers to that question: (1) remove barriers to financial assistance to students who are learning via telecommunications; (2) provide support for further development of postsecondary education via telecommunications.

1. Financial barriers to telecommunications as a delivery mode for college courses should be removed from the new legislation.

Students learning via telecommunications should receive the same consideration for federal loans and grants as students learning via other methods, regardless of the number of credit hours earned through any particular instructional mode. There is no persuasive research to associate a lack of instructional intergrity with learning delivered via telecommunications, and there is a longstanding and valuable tradition to leave to institutions of higher education the freedom to use any instructional methodology they choose so long as they meet the standards of their state higher education authorities, their regional accrediting agencies, and their own boards and faculties. Thus, students should be eligible for federal loans and grants based on their needs, rather than on the technology used to deliver their education.

Parttime students, regardless of the number of hours of which they enroll each term, should have equal access to all federal loans and most students who learn via telecommunications are parttime students. Because of job and home responsibilities, many can spare the time to work on only one or two courses during any academic term. However, their restricted hours of study do not reflect a lackadasical attitude toward learning; on the contrary, these students are determined to continue their education despite their busy schedules, and they should be encouraged, rather than penalized, for their ambitions.

The new legislation should include a fully-funded reaffirmation that independent students with dependents should pay the same amount, but no more, of their discretionary income toward the cost of their education than that of families with dependent students. Many telecommunications students learning via telecommunications are single parents, and despite the strain of full responsibility for themselves and their children, they diligently try to continue their education. Their persistence and aspirations should be encouraged rather than penalized.

Current and prospective students should be informed that financial assistance is equally available to less than full-time students and to students learning via telecommunications as to any others.

2. Congress should provide support for the development of postsecondary education telecommunications curricula and systems.

While the jurisdiction for education clearly resides in each state, it is also evident that local postsecondary interests can often be best served by national initiatives and support. In no area is this statement more true than in the arena of telecommunications. Today's nationally distributed television courses pull together from across the country and even from around the world the best scholars, practioners, instructional designers, and production teams available to create the courses. Television courses take students to the real places where events happen and introduce them to the real people who are involved or most knowledgeable. Television courses give every student a front row seat and engage not only their intellect but their senses and emotions as well. Of course, these courses are more than just television series, they are fully integrated learning systems complete with a full complement of textbooks, guides and other learning materials. Typical examples from this slowly growing catalog of superior courses include:

The Brain, produced by WNET/TV, New York, features the very latest scientific knowledge about that most mysterious and wonderful organ the human brain and serves as an introductory level course in both psychology and biology departments.

The Business File, produced by Dallas County Community College District, not only describes the way American business world functions, but also takes students inside large and small firms to learn from those who operate businesses, as well as from those who study them.

Congress: We the People, produced by WETA/TV, Washington, D.C. and the American Political Science Association, moves the student inside the United States Congress. For example, one program, explores a Congressional Committee such as this one and lets students hear from Representatives and Senators, their staffs, lobbyists, and ordinary and extraordinary citizens interested in a particular piece of legislation.

The New Literacy, produced by a consortium of colleges in Southern California, makes students computer literate.

The Mechanical Universe, produced by the California Institute of Technology, teaches the introductory course in physics, uses experiments, dramatizations, the latest in computer graphics, and textbooks at different levels to make this course serve both science and non-science majors.

These courses cost between $500,000 to $6,000,000 each to produce and might seem excessively expensive if they were produced by only one institution for only one broadcast signal area. But among the benefits of superior television courses is that they can be used in every part of the country, and they can be used repeatedly for many years. Further, the local faculty members assigned by local institutions to teach the courses insure that students have the opportunity for the kind and the level of personal interaction they need and that the course is adapted to meet local needs and standards. Most importantly, once the courses are produced, the fact that they have long lives and can be used nationwide, combined with their superior quality, makes these products very cost-effective. With fully developed delivery systems in place, telecommunications could deliver quality education even more widely and more efficiently.

Because of the initial investments these courses require, few institutions attempt to produce for national distribution without assistance, and there are few sources of funds. Indeed, the newly created Annenberg/CPB Project, along with a few colleges and a few public television stations, have been the principle funders to date. Though currently available college television courses are models of their kind, much more needs to be done if the use of telecommunications is going to come close to reaching its true potential to serve the educational needs of the nation's adults. It is not only essential that we develop many more academic courses in many more fields, but it is also critical that we develop courses in technology, manufacturing, robotics, and other technical and vocational areas. Further, it is essential that we create full curricula to help us move ahead in a very competitive world.

To create full curricula for academic degrees; for continuous up-dating and improvement of science and math professionals and for science and math teachers; for professional recertification; for upgrading of work skills; for retraining of employees who find themselves unemployed because of disappearing industries; and for a fully literate America requires more than a serendipitous approach to course development; it requires a body of funds administered even-handedly on behalf of the educational needs of all adults. And it requires delivery systems devoted to education and training. Public broadcasting's statellite interconnection and broadcast facilities across the country put a significant number of hours of formal postsecondary instruction into over eighty percent of all television households in this country each fall and spring. But formal postsecondary instruction is only one of dozens of education and community demands upon those scarce broadcast hours; and public broadcasting, as important as it is and as important as it must remain in the delivery of postsecondary instruction, cannot do the job on open circuit broadcast channels alone.

Currently, public television is developing a demonstration of a new delivery system and programming service called the National Narrowcast Service (NNS). This new venture will deliver college courses and continuing education directly to worksites, colleges, and community centers through a variety of telecommunications technologies, including the public television satellite interconnection among stations, Instructural Television Fixed Service (ITFS), cable, and direct reception from the satellite. All of this technology exists now, as does the ability to integrate computer programs into the television signal so that students can receive both video and computer components simultaneously and to deliver separate television and computer courses simultaneously for record and replay. While the technology and the expertise exist, adequate funds to harness the systems and create the courseware do not. Thus, it is critical that such funds be allocated and set aside specifically to develop postsecondary educational telecommunications. Though some entities may devote a part of their funds to this need, as does public television, a good deal more is needed to deliver full curricula to those places where adults find it most congenial to study and most necessary to learn—to campuses, yes, but also to worksites, to community centers, and to homes.

Therefore, to better serve adult learners across the country, the new higher education reauthorization bill should allocate funds to be used specifically to research postsecondary education needs, to fund the development of course materials and full curricula to be delivered via telecommunications to meet those needs, and to assist in the creation of the systems to make these materials available to serve a full range of postsecondary students. These funds might be administered as a part of the Department of Education or as a special National Endowment for Postsecondary Education Telecommunications. The important point is that only with allocation of national resources, augmented as possible by state, corporate, and private sources, can we build the new systems and develop the new courseware to serve our nation's learners well. However, through a coordinated and fully-funded national effort, expenditures in money, energy, and creativity can be expertly invested in our most valuable resource—human capital. Such an investment will yield a handsome payoff in excellent, cost-effective education, a more productive American economy, and a more vital American society.

Mr. **Ford**. Thank you.

I would ask you first, the present title I permits States to use money, among other purposes, for the promotion of resource sharing and for innovative uses of technology, including telecommunications, either on an interstate or instrastate basis to overcome barriers to postsecondary educational opportunities.

Do you know of any State that does that?

Ms. **Brock**. I know of many States who, in fact, do use telecommunications quite well. But I also know that nationally, if we are to take care of these needs using telecommunications, that there will have to be a Federal effort.

Mr. **Ford**. But this speaks specifically of contracting with colleges and universities to conduct an actual educational program. Are any of them doing that?

Ms. **Brock**. Yes. I'm not sure that I understand your question fully. But across the country right now, there are hundreds of colleges who are using telecommunications to offer college credit programs to students in their area. Nine hundred of them work with us through PBS, and there are others who work on their own. There are also State networks who are heavily involved. But basically this is happening through public television across the country.

Mr. **Ford**. Thank you.

Ms. Frohlicher, I take it that you're suggesting that there should be some form of grant aid set aside for part-time students, but that they should not participate if they're less than half-time in the existing grant programs?

Ms. **Frohlicher**. Yes. I think my suggestion is simply that there is an obvious need for assistance for part-time, especially in light of the fact that the current programs, or at least the current funding levels, for the nonentitlement programs don't meet the needs that have been demonstrated right now for the full-time student.

I think Mr. Solarz' question earlier about a displacement of funds for full-time students as a result of expanding the program to part-time, GSL would be the only program in which you would actually have a situation where additional eligibility would lead automatically to additional funds availability because of our entitlement nature.

I feel it is probably just simpler, both for the student and the institution, to provide the flexibility that a separate program would offer, rather than attempting to make all sorts of modifications in the existing programs to reflect the unique character of the nontraditional student.

I recognize the budget implications, but I just think, just as 2711 begins to start defining cost of education differently, I am very concerned that as it progresses, and the concern about the Scarsdale housewife who wants to take music appreciation or flower arranging, I would hate to see the basic aid programs right now begin to look like the later stages of the GI bill, where eligibility for specific curricula started creeping into the law and the law started saying your can't take dance courses, you can't take flying courses. I think you get into a situation where the needs of the nontraditional student are sufficiently different from the needs of your standard 18- to 22-year-old or your full-time student of whatever age, that it would probably be more efficient and less subject to abuse to allow the aid officer on campus to craft a needs program specifically directed at those students, rather than trying to artificially force them into the structure we already have.

Mr. **Ford**. Does anyone else on the panel want to respond to that?

Mr. Biaggi.

Mr. **Biaggi**. Miss Brock, how do you monitor the kind of curricula you're talking about?

Ms. **Brock**. Currently, with college credit courses, we work through the local colleges and universities. We are wedded to the idea that public broadcasting is a local entity, and so is education. Therefore, we offer the courses nationally coordinated and distributed, but then local colleges and universities choose from our catalog the courses they wish to offer. They then make them available via their local public television station, sometimes by cable, and also by other technologies.

Mr. **Biaggi**. Let me understand this. It is an interesting concept. You will be televising to the classroom or to the individual at home?

Ms. **Brock**. They are going directly to individuals at home. Some colleges do use them in the classroom, but primarily they are for home use.

Mr. **Biaggi**. That's what I thought. How do you monitor that?

Ms. **Brock**. The college and university offering the course monitors those——

Mr. **Biaggi**. In what fashion?

Ms. **Brock**. There is always a local faculty appointed to be in charge of each class section, and that faculty person is responsible for seeing that the student learn in the same way that he or she is responsible for seeing that students learn in other classes.

Mr. **Biaggi**. It would seem to me that, in order for that to happen, there would have to be a contact between the faculty and the student somewhere along the line.

Ms. **Brock**. There is. There is. For the most part—you see, once the university has chose to use the course, it appoints a faculty. The faculty then designs the local input, the local design of the course. Almost always that faculty person will hold one on-campus session before the course begins to acquaint the students with the way the course works, to tell them about their textbooks, to give them the communication system that will be used throughout the course. So while the students may come to campus once, twice, four times, during the course of the term, basically they are able to learn at home.

As my students used to tell me, "Well, I don't mind coming to campus three times a term, four times a term, but I can't afford to come to campus regularly three times a week or two times a week." So the faculty and the students communicate by letter, they communicate by phone, they communicate sometimes by computer.

Mr. **Ford**. Would the gentleman yield?

Mr. **Biaggi**. Yes.

Mr. **Ford**. Wayne State University in Detroit has, for a number of years, had a program they called weekend college, where you can enroll in a full, regular college program, and the only time you see a classroom is on a Saturday or a Sunday. Then you fill in between that with the television courses they offer through public broadcasting. The same program will be shown at several different times during the day, so if you're working a day shift, afternoon shift, or night shift, there is some time during the day you can find that program. Then there is a requirement of a number of classroom hours that go with it.

We had a fight with the Veterans' Administration back early in the Carter administration because the Veterans' Administration could not—as Jean has pointed out, they got into this mentality of trying to stop anything that didn't look like a traditional classroom. They could not accept this, so they started trying to impose a number of classroom hours requirement and really couldn't get across the concept that a classroom hour could be made up by an hour or half-hour television program, that they actually use it and fit it into the program like a lecture.

I don't know what the proportion of time is, but there's a relatively small amount of time to maintain a program spent on the college campus. Indeed, not all of the time is spent at the college campus. They have satellites. They use high schools and other places for a teacher to go out into parts of the city and be available to the people in that area so that they don't have to come all the way downtown. It's been going on for a number of years and they actually graduate people from that program. But they don't just sit at home and watch TV and write a test.

Ms. **Brock**. That's right. Each course, as a matter of fact, in addition to having a wonderful television series, will also have a full complement of associated materials, always a textbook, a student guide, a faculty guide to help them deal with adult learners, and to develop a communication system that works.

Mr. **Biaggi**. I know the illustration that the chairman gives is an integrated situation. That is more palatable. I'm not bound to any ironclad traditional situation, but on the other side of it, I'm a little skeptical about having a course or degree totally on television.

Ms. **Brock**. I think to think of a television course as totally on television is probably, in itself, inaccurate. Every television course I know includes an on-campus teacher and some on-campus activities, as well as a whole complement of books.

Dr. **Cross**. I would like to add something to that. I think what is important here is when we think about the student who doesn't go to school the traditional route is that there is more to talk about than financial aid. It is financial aid, it is knowledge of available programs, it is child care, it is the quality of those programs, telecommunications. It is broad.

I think it has been brought out here by your questions and the chairman's question that what we will eventually have to come to grips with is not only aid but the quality of instruction and how the instruction gets to the student who has a different personal circumstance.

Mr. **Biaggi**. Thank you.

Mr. Bird, you made reference to the institutions not availing themselves of work study moneys and SEOG moneys. First, the amendment that would allow up to 10 percent of moneys to be used for SEOG is my amendment, and I am just curious as to why the money available wasn't used. What is the reason?

Mr. **Bird**. Well, in the testimony we address the fact primarily that there is not enough money for the full-time students and that most institutions have policies or perceived policies that would say we aid first the full-time student or the student who is a persister, one who is going to complete a degree, one who is seeking a degree.

Mr. **Biaggi**. Except my amendment said set aside 10 percent, 10 percent of those moneys available to be used.

Mr. **Bird**. Well, I certainly would not be in a position of correcting you, but I think——

Mr. **Biaggi**. I'm always subject to correction, Mr. Bird.

Mr. **Bird**. That it stated that 10 percent may be used.

Mr. **Biaggi**. That's correct.

Mr. **Bird**. Rather than setting it aside. So really, it actually was not a set aside amount.

Mr. **Biaggi**. That's correct. It was may be used. Then what we're talking about is an attitude in the institutions?

Mr. **Bird**. Surely.

Mr. **Biaggi**. How do we change that attitude through this legislation?

Mr. **Bird**. I think that I sincerely do not know the answer to that question, and I'm not sure many of the panelists would submit they do.

Mr. **Biaggi**. Does anyone have an answer for that?

Dr. **Cross**. Eventually, I think as more students become part-time, they will begin applying the pressures to have things change. I agree with Chancellor Murphy, that information is very important. Students need to know about available programs. They need to know their responsibilities as well as how the institutions can help them complete their programs. I believe they will use that information.

Mr. **Ford**. If the gentleman will yield——

Mr. **Biaggi**. Surely.

Mr. **Ford**. I am looking at the added chart to Mr. Bird's testimony, and there are only four schools in the State of New York that use any of their SEOG's or college work-study for less than half time. None of them are in New York City. There is only one in the State of Michigan which is way up in Roscommon in the boondocks, and they use both SEOG money and college work-study—not a lot, but they used some of each.

When you see, out of all the institutions in New York, only four of them—and they're all Middletown, NY, Alfred, NY, Buffalo, Annandale-on-Hudson—that's a new one on me. Where in the world is Annandale-on-Hudson?

Mr. **Biaggi**. On the Hudson. [Laughter.]

Mr. **Ford**. But those are the only schools in the whole State that are using it.

Mr. **Biaggi**. Dr. Cross, first let me, at this late date, welcome you and commend you for the work you have been doing in this area, representing the States so well.

Have you any data on the number of part-time students who drop out of school because they can't afford to continue?

Dr. **Cross**. No; we don't have that data now, but we are undertaking currently a second study on part-time students and we are attempting to identify where those students are. We have, for example, information that there are many students who get TAP, which is a State grant, who seem to be in good academic standing, who are there one semester and not there the following. We are going to begin communicating with those students as to why they aren't there. We also can get similar information on students who have received part-time Pell, and there again to find out more information about the dropouts.

I think the big problem for us is that we don't know how many potential part-time or full-time students there are. We know that with high tech, with the advent of high tech and the importance of increasing your skills, there should be more part-time students just because of the nature of jobs. So I would suggest there are probably potentially more part-time students, and the students have to get the information about Pell that is available, and in New York, the State PT assistance that is available.

Mr. **Ford**. Could I ask a question?

Mr. **Biaggi**. Sure.

Mr. **Ford**. Are you restricting your study of New York to part-time students in postsecondary institutions, or all part-time students?

Dr. **Cross**. You mean postsecondary, 4-year colleges?

Mr. **Ford**. For example, would you pick up the person who is taking a single course in computer operating 1 or 2 nights a week through one of the high schools while working?

Dr. **Cross**. Yes; it is all postsecondary. You mean the proprietary schools?

Mr. **Ford**. The high school vocational education program.

Dr. **Cross**. No. It is limited to postsecondary institutions, the independent——

Mr. **Ford**. Then you're going to miss a lot of them, aren't you?

Dr. **Cross**. You mean BOCES-type institutions?

Mr. **Ford**. But you're going to miss a lot of part-time students.

Dr. **Cross**. Those who are in adult education.

Mr. **Ford**. In my area, there are numerous high schools that have programs such as computer operating, basic computer operations, math courses and others, where factory workers and others are taking advantage of going to what they call night school. They go to one of the local high schools a couple of evenings a week. They may be 30 years old. But they see the seniority list coming closer and closer each time there's a layoff in the plant and they're trying to get some new skills.

They don't all go to the community college or to one of the universities. The high schools are more and more filling that gap. As a matter of fact, some of the high schools are combining their adult education money with their vocational education money, and when they do that in Michigan, they have to agree that at least 10 percent of all the students participating in their program will be nontraditional. They have got to be beyond high school age. So they are forced to meet that kind of a quota in order to be able to combine the funds.

Dr. **Cross**. I'm not sure, but that is very helpful. When I go back, I'm going to find out, and also find out to see if we can do that.

Mr. **Ford**. Somebody in your State vocational education division ought to be able to tell you, because it is very rapidly growing, just as it is in higher education.

On the other subcommittee, we have been watching this growth in adult vocational education at the high school level. And then you've got the complex one that also operates in my area, with what they call articulated programs, where some of the classes are given in the high school, some are given in the junior college, and some of the students are getting high school credit for the class and some are getting college credit for the class.

Dr. **Cross**. OK. I will find out. I think there is time for us to give the survey instrument on that group, too. Thank you.

Mr. **Ford**. We have the second bell on the vote, which cuts us off. Do you have any more questions?

Mr. **Biaggi**. No.

Mr. **Ford**. I think we will let the panel go. I apologize for keeping you so long this morning. It took longer than we had expected. Thank you very much for your assistance.

[Additional material submitted for the record follows:]

[Whereupon, at 12:50 p.m., the subcommittee was adjourned.]

THE CITY UNIVERSITY OF NEW YORK,
New York, NY, July 31, 1985.

Hon. WILLIAM D. FORD,
U.S. House of Representatives, Washington, DC.

DEAR BILL: Just a note to thank you again for providing me with the opportunity to testify on behalf of part-time student aid. I am grateful for your longstanding interest in the non-traditional student, and I hope our testimony was helpful. I also wish to clarify two points that arose at the hearing.

First, you asked about a phrase in my testimony indicating that the proposed extension of aid to less-than-half-time students would "not include students in non-credit courses and would be restricted to enrolled students working toward a degree". You asked whether this would constitute a new restriction beyond current law, and our response is no. The proposal neither expands nor contracts the current restriction of eligibility to "students enrolled in a course of study".

Second, you asked if institutions currently count their part-time students when applying for campus-based aid. The answer is that institutions count students attending half-time or more; they do not count less-than-half-time students. The proposal would enable institutions to count all their part-time students in applying for aid. If the part-time students were counted, the school would be required to spend a "reasonable proportion" of the aid on those students. This does not impose any particular percentage requirement on institutions, but it does not mandate that part-time students not be ignored when aid is distributed.

Once again, I want you to know that we appreciate the open and comprehensive manner in which you have been guiding the subcommittee's reauthorization deliberations. If my staff or I can be of further assistance, please let us know.

Warmest regards.

Cordially,

JOSEPH MURPHY,
Chancellor.

THE ASSOCIATION OF URBAN UNIVERSITIES,
Washington, DC.

Hon. WILLIAM D. FORD,
Chairman, Subcommittee on Postsecondary Education, Washington, DC.

DEAR MR. CHAIRMAN: During the July 10 hearing, you asked me what AUU's position was on the proposals being advanced within ACE and NASFAA with respect to the definition of independent student for the purposes of student assistance. Essentially, I punted, asking for time to consult with my Board on this issue.

Having now heard from my Board, I can say that AUU is not prepared to endorse the ACE-NASFAA proposals in the form they have thus far taken.

Essentially, where current practice provides for the establishment of student dependence or independence on the evidence of the student's income tax status, and where the Administration would like to make a blanket assumption about age as an automatic determiner of independence, the ACE-NASFAA plan involves assuming that students who are age 22 or less on January 1 of the year they apply for aid, are dependent, unless they fit into one of a number of criteria, such as being a veteran, being a ward of the court, being a graduate student, being married, having dependents of their own, etc, Students who fall into the "dependent" category under this formula would be required to present parental income data, whatever their actual family relationship might be. Student aid directors at the institutions, under the terms of the ACE-NASFAA proposal, would be permitted to determine student independence, if adequate documentation is available.

The problem we have with the ACE-NASFAA stand on student independence is precisely the same as our trouble with the present state of the law regarding part-timers. Basically, it rests on the same honest assumption that the "real" student is essentially what he was forty years ago—single, just out of high school, enrolled full-time in a serious effort to obtain a Bachelor's degree, so that he can thereafter enter the world of work. As you have pointed out so frequently in your own speeches on the subject, today's typical student is no longer any of the above—just as he is no longer overwhelmingly "he".

Your perception of reality, Mr. Chairman, on this point, coincides precisely with the reality we see on the urban university campuses—and which can be seen as well in the community colleges, and in other institutions, urban and otherwise, all over the nation.

We have said before and we will say again, that the nature of the nation's student body is changing and that this is not something we can avoid by pretending it isn't so, or should change if we could.

There are two reactions to the increasing number of claims of student independence. On the one hand, there are those who sincerely believe these claims to be largely fraudulent, and who would "meet the problem" by making it harder to demonstrate the fact.

On the other hand, there are those who believe that the increased number of claims is a reflection of changing reality, to be treated as a challenge to be met, not a problem to be eliminated.

In a recent study on trends in the ability to pay for college, Dr. Carol Frances pointed out, drawing on NCES and Census figures, that by 1982, only one college student out of three was a dependent, 18- to 24-year-old member of a primary family. Two-thirds of America's college students no longer fit within that time-honored, but time-worn definition of the "traditional" college student. (See attached table)

Mr. Chairman, if we had to conclude that someone is cheating, it would not be our automatic assumption that it is the student. Rather, we might conclude that the student—the truly growing number of truly independent students are the victims, not the culprits. But, Mr. Chairman, we don't think we need to determine who is "cheating". Let's simply recognize that the growing number of independent students is a reality, and not a symptom of sharp practice on anyone's part. Let us try to understand that more and more college students are in fact, emancipated, and should, in fact, be treated as the adults they are—adults old enough to vote, old enough to fight, old enough to make mature choices and young enough—as I hope we all are—to want more education.

The ACE-NASFAA proposal seeks to swim upstream, Mr. Chairman, against the actual direction of change really taking place on our campuses. It is a well-intentioned effort to conserve Title IV money, the total amount of which is not keeping pace with the growing cost of higher education. But it seeks to conserve those dollars by concentrating them on students with whose image we are comfortable because they remind us of a quieter time. It seeks to conserve those dollars by making arbitrary choices in the statute or regulation books rather than by calling upon the skills of aid administrators to make individual decisions based on individual circumstances.

In summary, Mr. Chairman, if one believes that the increase in the number of independent students stems primarily from student efforts to defraud the taxpayer, the ACE-NASFAA proposals are a step in the proper direction. If, on the other hand, one believes, as we believe, that these numbers reflect changes in the actual demography of American higher education, then those steps must appear to be in the wrong direction.

We urge ACE and NASFAA to return to the drawing board, and we urge the Congress to leave independency to be determined case-by-case on the actual facts covering each student.

Sincerely,

JIM HARRISON,
President.

PERCENTAGE OF COLLEGE STUDENTS 18 TO 24 WHO ARE DEPENDENT MEMBERS OF PRIMARY FAMILIES

[Numbers in thousands]

Fall	Opening fall enrollment			Primary families with members 18 to 24		
	Total	Full-time	Percent of total	Attending college	Percent of total enrollment	Percent of full time enrollment
1970	8,581	5,815	67.8	[1] 3,394	[1] 39.6	[1] 58.4
1971	8,949	6,077	67.9	[1] 3,430	[1] 38.3	[1] 56.4
1972	9,214	6,072	65.9	3,681	40.0	60.6
1973	9,602	6,189	64.5	3,594	37.4	58.1
1974	10,223	6,370	62.3	3,446	33.7	54.1
1975	11,185	6,841	61.2	3,914	35.0	57.2

PERCENTAGE OF COLLEGE STUDENTS 18 TO 24 WHO ARE DEPENDENT MEMBERS OF PRIMARY FAMILIES—Continued

[Numbers in thousands]

Fall	Opening fall enrollment			Primary families with members 18 to 24		
	Total	Full-time	Percent of total	Attending college	Percent of total enrollment	Percent of full-time enrollment
1976	11,012	6,717	61.0	4,019	36.5	59.8
1977	11,286	6,793	60.2	3,997	35.4	58.8
1978	11,260	6,668	59.2	3,911	34.7	58.7
1979	11,570	6,794	58.7	3,788	32.7	55.8
1980	12,097	7,098	58.7	3,905	32.3	55.0
1981	12,372	7,181	58.0	4,158	33.6	57.9
1982	12,426	7,221	58.1	4,115	33.1	57.0
1983	12,377	7,070	57.1	[2]	[2]	[2]

Notes: [1] Estimated, [2] Not available.

Source: Calculated by Carol Frances, Economic Indicators Project, National Higher Education Industry Group, Coopers & Lybrand, based on data from the U.S. Department of Education, National Center for Education Statistics, and U.S. Department of Commerce, Bureau of the Census.

The National Advisory Council on Continuing Education,
Washington, DC, July 10, 1985.

Hon. **William D. Ford,**
Chairman, House Postsecondary Education Subcommittee, Washington, DC.

Dear Chairman Ford: On behalf of the members of the National Advisory Council on Continuing Education, I am pleased to submit a statement on the status of non-traditional learners in the Higher Education Act, particularly title IV.

The Council submitted on April 30 a more detailed statement of its recommendations regarding title I of the Act, and on May 31 submitted another statement at the field hearing in St. Louis.

The Council welcomes the leadership you have once again exercised on behalf of postsecondary education in the United States. Your many statements regarding education and training opportunities for adults are particularly welcome.

If the Council can provide you and your colleagues with additional information, please let us know.

Respectfully,

Jack A. Kinder,
Chairman, NACCE.
Executive Secretary, Missouri State Teachers Association.

Prepared Statement of Jack A. Kinder, Chairman, National Advisory Council on Continuing Education

What conclusions do we draw from the fact that, for the first time in our national history, over fifty percent of American households do not have school age dependents as part of those households? What do we conclude when we are told by the Census Bureau that the median age of Americans is about to reach thirty-one years?

How do we react when annual tabulations of postsecondary enrollments report yearly drops of several hundred thousand students from among the traditional recruitment cadre of eighteen-to-twenty-two year olds, with accelerating declines predicted for the years ahead?

One observation may be worth noting. Adults and adult householders, most of whom own property and [illegible] wage earners, provide the tax base in the United States for the funding that underwrites most public education. If, as some expect, the tax burden on individuals shifts from federal to state and local jurisdictions, the tax base that supports public education may have to be expanded at those levels in response to rising insistence by individuals and families for an improved school environment.

This shift may weigh heavily on adults and perhaps more noticeably heavy upon the fifty percent of American households who do not themselves have school age dependents.

Adults are, of course, the major consumers of postsecondary continuing education. By all accounts, their participation in postsecondary continuing education has increased substantially over the past two decades. They now account for forty percent of all postsecondary enrollments. Adult participation in education and training offered by non-academic providers has increased just as dramatically, even more dramatically in the opinion of some.

If postsecondary enrollments show slight net increases, despite declines in the number of young and traditional students in their programs, it is because of the large numbers of adults studying on a part-time basis, who are continuing their education.

Participation by adults in postsecondary continuing education has always been highest among those between the ages of twenty-four and thirty-five. Now these same increases are occurring among adults between thirty-five and fifty-four.

Why? As a consumer of education, each adult has his own personal motivation for seeking more education and training. But the common denominator shared by the majority of adult participants is their expressed interest in using continuing education to the direct benefit of their employment status, a particular job, a future job, or as an enhancement to their careers.

Adults frequently report that continuing education increases their general employability. It enhances their professional competence, their competition with others for better jobs, their success in getting new jobs, and, particularly among the many women coming into the labor market for the first time—and often after an extended period—continuing education provides the lift they often need to capitalize on an earlier formal education that may not have been applied in subsequent employment opportunities.

When the National Advisory Council on Continuing Education submitted testimony to the Committee on April 30 and again at the field hearing in St. Louis on May 31, it singled out this central issue—continuing education's relationship to employment—for special consideration by the Committee. We do so again today.

The Council welcomes the focus the Committee is giving to non-traditional learners as part of its hearings to reauthorize the Higher Education Act. In light of the strength of non-traditional enrollments in postsecondary education, this focus, however resolved, makes particularly good sense.

Most adults pay out-of-pocket for continuing education. Presumably, most of these adults can afford this expense. Other adults have their education and training costs supplemented or reimbursed by their employers, trade unions, professional associations, and others.

But like many youths, there are many adults who need or want continuing education but who cannot afford it or who, for some equally valid reason, cannot participate in continuing education. Like the millions of young men and women who currently participate in various forms of federally funded financial aid programs, many adults too can cite demonstrable evidence of pressing financial need.

Unfortunately, the several provisions introduced by the Committee in the Education Admendments of 1980 affecting title VI of the Act, and which were ostensibly designed to encourage states and institutions to help the "part-time" learner and the "less-than-half-time" learner, have not yet produced any clear indications of having done so. The latest tabulations, for instance, indicate that less than one percent of funds available for state or institutional aid to less-than-half-time learners has been used for that purpose.

Perhaps this is evidence that few adult learners who study on such a limited basis are in need of financial assistance. Perhaps this figure indicates that such students are not informed of the possible aid available from these title IV programs. Or perhaps this low level of participation suggests that states and institutions are opting to use available funds to help full-time students as the competition for all funds generally increases and as college costs rise.

The Council does not believe that there are adults who wish or must study on a less than full or half-time basis who are not in need of financial support. It is more likely the case that these adults are not benefiting proportionately from federal student aid programs because of, a) a lack of dependable information about the existence of such programs, and b) the policies of most states and institutions to provide preferential treatment to full-time enrolled students.

If the former is the case, then such a situation can be remedied quickly through administrative practices. If the latter is the case, such policies by state and institutional leaders are short-sighted and might have a legislative remedy.

If state and institutional policies are effectively barring certain kinds of students from gaining access to postsecondary resources and learning experiences, then the earlier pronounced federal policies of equal treatment under law, equitable access to postsecondary education for all citizens, and freedom of choice in selecting educational programs—all policies asserted and reasserted by the Higher Education Act—are being undermined. Such practices run counter to the intent of Congress.

Such policies are made even less valid if the law requires a separate scale for determining financial needs among adults that is more stringent than the scale used to determine the needs of younger and full-time students.

For adults, further education and training is rarely an intrinsically "education" matter. If "employment" and "employability" are the primary motivations identified by adults for continuing an education, then other national and federal objectives that deal expressively with these issues are affected.

It is the Council's position that support for continuing education for adults, whether by federal or state jurisdictions or by public or private funding, ought to be premised on the effect such support will have on the general economic condition of society. Worker productivity, the professional competence of individuals, the need to find more jobs for more individuals coming into the labor market, and the nation's ability to produce and manufacture quality goods for an internationally competitive economy—may all be affected by the federal government's actions determining who in society can benefit from title IV's financial aid provisions.

The Council believes in the idea of partnership between the public and private sectors in many educational endeavors. This idea is particularly vital in postsecondary continuing education. What postsecondary institutions do, and what the federal government does to help them do it, can often have an immediate impact on workers, workers' families, and the American workforce.

The Council has already testified on the subject of title I, the legislative base historically reserved for discussions of non-traditional education and adult learning. The Council has submitted to the Committee a proposal that would substantially rewrite title I to give it a stronger, more precise focus on continuing education's relationship to employment and to job- and career-related issues.

The Council's proposal, however, is limited to the establishment of a modestly funded demonstration program with an emphasis on pilot projects worthy of replication by others. It is an institutional grant program that encourages eligible institutions to do more than they have done in the past to design, develop, and disseminate model programs for non-traditional learners.

Our title I proposal does not address the important question of direct aid to students, a form of federal assistance that carries the idea of decentralization of the federal effort to its ultimate conclusion.

As the Committee reexamines the question of non-traditional student participation in title IV of the Higher Education Act, the Council recommends that it consider the following options in light of that discussion:

First: Expand eligibility in all title IV's student aid programs to those who study on a part-time basis, including less-than-half time.

All title IV's grant and loan programs could be made available to part-time learners on the basis of their financial need. Appropriate provisions could be incorporated in the title that would acknowledge the "independent" status of virtually all adult learners and measure their ability to contribute to the costs of their education accordingly. The income of these independent students should be assessed rigorously but fairly in light of the many non-education related expenses not shared by traditional and dependent students.

Second: If the Committee does not opt to open all title IV programs to part-time students, including less-than-half-time students, current provisions in certain programs (SEOG, SSIG and C-W Study) could be revamped to require certain minimum levels of support by institutions and states for part-time and less-than-half-time students.

The current provisions introduced by the Education Amendments of 1980 to help these students are not enforced and are unenforceable. Since the FTE formula is used by HEA to determine basic allotments under certain programs, it would appear to be in order to enforce the intent of Congress by mandating minimum funding (now about 10% of eligible funds under select programs) for aid to non-traditional students, particularly to less-than-half-time students.

Third: Title IV could enhance its emphasis on public information regarding possible financial assistance available to adult learners.

As in many other federal and non-federal programs that are intended to support adult learning, public information regarding their availability is often minimal or ineffective. New and imaginative techniques, including mass media and dissemination of informaiton to homes and worksites, could be used to reach non-traditional learners. The on-campus and in-school devices often used to reach traditional students, most of whom are already enrolled at some level of instruction, are inappropriate for adults.

Fourth: Renewed emphasis could be placed on education and work-related guidance and counselling services and other non-academic services, including day care facilities.

Given the strong relationship between continuing education and the employment-related interests of adults, institutions and other involved agencies could expand their counselling and guidance services to adults in an effort to strengthen that linkage to insure that the educational objectives of adults are being met by institutions. Information regarding day care facilities is vitally important to many women who are returning to postsecondary education and to employment after prolonged absences.

Fifth: Title IV programs could acknowledge the existence of this education/employment linkage among the majority of adults.

It would strengthen the impact of the Higher Education Act on broad economic and social trends prevalent in society if the Act welcomed the bridge that continuing education provides between postsecondary education and the private sector, which provides Americans with eighty percent of their jobs. A statement in support of this linkage would add substance to the oft-proclaimed desirability of encouraging better working relationships between the postsecondary community and the private sector. Even greater substance could be added if the options favoring increased aid to non-traditional learners were adopted.

Sixth: Clearer linkages should be established between title I and title IV's provisions to aid non-traditional learners.

For nearly twenty years, Congress has made no special effort to link the success of title I, in whatever form, to the relevant student aid provisions contained in title IV. If title I were to be reauthorized to address better the issues of continuing education, non-traditional learning, and postsecondary involvement with employment and the workforce, it may be desirable to link institutional eligibility to participate in title I funding to an institution's willingness to demonstrate its intent to use title IV's financial assistance funds to help part-time and less-than-half-time students.

There may be a SEVENTH option open to the Committee, one that is far-reaching and dramatic and which has been suggested in the past, but to no avail. It is an option raised repeatedly by Council members and which has been proposed to the Council at public meetings.

At some point, now or in the future, the Committee may want to consider a new bill, separated entirely from the Higher Education Act, that would incorporate existing and future provisions affecting federal assistance to adults. This consideration could include the adult-oriented programs in the Higher Education Act and could also include other federal laws or sections of them, including the Adult Education Act, certain sections of the Carl Perkins Vocational Education Act, certain titles of the Job Training Partnership Act, and others, that would, finally, provide the federal government with a comprehensive, more consistent, less duplicative and wasteful approach to the important subject of adult learning in the United States.

The demographics of American society, most of which are already reflected by postsecondary enrollments, and other prevailing trends in the nation's economic, social and educational development, suggest that a new federal law, made up substantially of existing federal laws, could open new opportunities for learning in the United States.

The Council intends to continue its examination of this seventh option. If this option appeals to members of the Committee, the Council would welcome an invitation from the Committee to submit its detailed analysis of the merits of such new legislation and outline what it believes ought to be contained in it.

99TH CONGRESS
1ST SESSION

H. R. 2711

To amend title IV of the Higher Education Act of 1965 to improve the availability of student assistance for part-time students.

IN THE HOUSE OF REPRESENTATIVES

JUNE 11, 1985

Mr. BIAGGI introduced the following bill; which was referred to the Committee on Education and Labor

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A BILL

To amend title IV of the Higher Education Act of 1965 to improve the availability of student assistance for part-time students.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE; REFERENCE.

(a) SHORT TITLE.—This Act may be cited as the "Fair Financial Aid for Part-Time Students Act".

(b) REFERENCE.—References in this Act to "the Act" refer to the Higher Education Act of 1965.

SEC. 2. ACCESS BY PART-TIME STUDENTS TO PELL GRANTS AND GUARANTEED AND DIRECT STUDENT LOANS.

Section 484(a) of the Act (20 U.S.C. 1091(a)) is amended—

(1) by striking out paragraph (2); and

(2) by redesignating paragraphs (3) through (5) as paragraphs (2) through (4), respectively.

SEC. 3. COST OF ATTENDANCE ALLOWANCES.

(a) ALLOWANCE FOR EXPENSES.—Section 482(d) of the Act (20 U.S.C. 1089(d)) is amended—

(1) by striking out paragraphs (2) and (3) and inserting in lieu thereof the following:

"(2) an allowance for room, board, books, supplies, transportation, and miscellaneous expenses, as determined by the institution at which the student is in attendance;"; and

(2) by redesignating paragraphs (4) through (7) as paragraphs (3) through (6), respectively.

(b) COST OF ATTENDANCE FOR PART-TIME STUDENTS.—Section 482(d) of the Act (20 U.S.C. 1089(d)) is further amended—

(1) in the matter preceding paragraph (1), by inserting "when used with respect to a full-time student" before "means"; and

(2) by adding at the end thereof the following:

"When used with respect to a student attending less than full-time but more than half-time (as determined by the institution on the basis of the normal full-time academic workload), the cost of attendance shall be determined by the institution so as to be proportional to the cost of attendance for full-time students at the institution. When used with respect to less than half-time students (as so determined), the cost of attendance shall be limited to tuition and fees and an allowance for books, supplies, transportation, and miscellaneous personal expenses as determined by the institution.".

(c) LIMITATION ON ALLOWANCE FOR EXPENSES UNDER PELL GRANT PROGRAM.—Section 411(a)(2) of the Act (20 U.S.C. 1070a(a)(2)) is amended—

(1) by inserting ", but subject to subparagraph (C) of this paragraph" after "section 482(d)" in subparagraph (B)(i)(I); and

(2) by adding at the end thereof the following new subparagraph:

"(C) For purposes of subparagraph (B), the amount which may be included in the cost of attendance as an allowance for room, board, books, supplies, transportation, and miscellaneous expenses under section 482(d)(2) shall not exceed—

"(i) $1,800 for a student without dependents residing with the student's parent, and $2,600 for all other students, for the academic year 1986-1987; or

"(ii) for each succeeding academic year, an amount equal to the amount determined for the preceding academic year under clause (i) or this clause, as the case may be, plus $100.".

SEC. 4. FAIR SHARE OF ASSISTANCE FOR PART-TIME STUDENTS.

(a) PELL GRANT MINIMUM GRANTS.—Section 411(a)(2)(B) of the Act (20 U.S.C. 1070a(a)(2)(B)) is amended—

(1) by redesignating the second sentence of division (iii) as division (iv);

(2) by inserting before the period at the end of the first sentence the following: "in the case of a student attending full-time (as determined by the institution), $100 in the case of a student attending less than full-time but at least half-time, and $50 in the case of a student attending less than half-time";

(3) by striking out "$200" each place it appears in division (iv) (as so redesignated) and inserting in lieu thereof "the minimum amount required by division (iii)".

(b) SEOG RESTRICTIONS.—Subpart 2 of part A of title IV of the Act (20 U.S.C. 1070b et seq.) is amended—

(1) in section 413B(a)(2), by striking out "(2)(A)" and inserting in lieu thereof "(2)" and by striking out subparagraph (B) of such section; and

(2) by striking out subsection (c) of section 413C and inserting in lieu thereof the following:

"(c) If the institution's allocation under this subpart is based in part on the financial need demonstrated by students attending the institution less than full-time, a reasonable proportion of the institution's allocation shall be made available to such students.".

(c) WORK-STUDY RESTRICTION.—Section 443(b)(3) of the Act (20 U.S.C. 2753(b)(3)) is amended by striking out "except that" and all that follows through "clause (2) of section 484(a)" and inserting in lieu thereof "except that, if the institution's grant under this part is based in part on the financial need demonstrated by students attending the institution less than full-time, a reasonable proportion of the institution's grant shall be made available to such students".

(d) DIRECT STUDENT LOANS.—Section 464(b) of the Act (20 U.S.C. 1087dd(b)) is amended by adding at the end thereof the following: "If the institution's Federal capital contribution under section 461 is based in part on the financial need demonstrated by students attending the institution less than full-time, a reasonable proportion of the loans under this part shall be made available to such students.".

SEC. 5. DAY CARE ALLOWANCES.

Section 482(d)(5) of the Act (20 U.S.C. 1089(d)(6)), as redesignated by section 3(a)(2) of this Act, is amended to read as follows:

"(5) for a student with dependents who require care in the student's absence, an allowance determined by the institution based on the actual expenses incurred for such care; and".

SEC. 6. INFORMATION REQUIREMENT.

Section 485(a) of the Act (20 U.S.C. 1092(a)) is amended by adding at the end thereof the following new paragraph:

"(3) For purposes of this section, the term 'student' includes students attending full-time and students attending less than full-time.".

SEC. 7. IMPLEMENTATION OF INDEPENDENT STUDENT PROVISIONS.

Notwithstanding any provision of the Student Financial Assistance Technical Amendments Act of 1982, the Secretary of Education shall modify the regulations for determining expected family contribution and effective family income to comply with the requirements of section 482(c)(1)(A), (B), and (D) of the Act.

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